VISIT TO HAINES HOUSE, HAINES ALASKA

By Elizabeth Mosher, Child Welfare Consultant April 27 - May 1, 1948

The Child Welfare Consultant of the Alaska Department of Public Welfare lived at the Children's Home for a period of four days during which the program was reviewed with the Superintendent, the Worker got acquainted with the staff and some of the children. The policies for admitting and release of children were studied, and the methods of keeping records on children for the purpose of making better plans for them, were discussed.

The Worker felt that the policies of the present administrator were excellent in that she recognizes the right of each child to receive individual consideration. This is obvious in her attempt to see the child as a whole, and as needing family ties. Her efforts in reviving family interest in the child and in restoring a child to his own family, where possible, insures a Social Service plan for each child in the institution. Miss Miller's feeling that the children should not stay too long in group care and that some children do not belong in group care but should have the security of family life, is another strong point in the institution program. Miss Miller's interest in using Social Service offered by the Welfare Department and her recognition of the need to begin replacement plans long before time for the child to be discharged, is commendable.

Other strong points in the program of Child Care are Miss Miller's awareness of the need to have carefully selected personnel who like children and who are suited emotionally and personally for this kind of work. The difficulty in securing sufficient staff for a children's home is recognized and Miss Miller is wise in insisting that people who come in direct contact with the children be selected with the greatest care. It was not known whether a personal interview with specific qualifications in mind for Child Care work is possible for every employee before being sent to Alaska. It was felt that emotional stability, maturity, warmth of personality and attitudes toward children are vital in selection of staff and can be more easily evaluated if there is a personal interview. Miss Miller's interest in having local Alaskans, possibly part-Native, as part of the staff is a sound one since this means more help for the rest of the staff in understanding the local children under care.

The administration policy of offering care for all children, regardless of race, and of accepting only the child for whom a foster-family plan is not possible, ranks this institution as a superior one.

The specific plan in developing a program which offers the Children's Home a place of leadership in the community and gives status to the Haines House children in the community, is another factor which ranks Haines House high among the Child-Care programs in Alaska. For instance, the recently acquired recreation hall on the grounds of the Children's Home is available to the community for various social activities, particularly teen-age recreation, with leadership offered by the staff and young people of Haines House. The suggestion of Miss Miller that the land adjoining this school be given to the public school for additional playground space, which was badly needed, has resulted in improved relationships between community and the institution,

with a feeling of greater acceptance of the Native children in the public school. The planned program of taking part in community life and such normal town activities as Boy Schouts, 4-H Club, church socials, summer jobs, town picnics, etc., have all contributed to the child's feeling of being a part of the community rather than segregated in an institution. The easy exchange of hospitality and sociability between town children and Haines House children is proof of this.

The number on the staff at Haines House is more adequate than most institutions of its size in Alaska. It was felt, however, that there would be value in considering the need for a part-time Worker who could do office work, maintaining records and files on the individual children, as well as handling correspondence in assisting the Superintendent; the value of having younger housemothers with personnel qualifications, particularly suiting them to their work as substitute mothers, was also a recognized fact. There has not been time nor sufficient staff free from pre-occupation with maintenance of the institution, to have planned conferences for the purpose of staff development. All discussion of problems is covered informally, although the staff would like to have extra help in discussing such problems as how to handle chronic bedwetters, moody children, children's feeling of insecurity about their own parents, unusual behavior problems, etc. The addition of a young man in residence in the boys' dormitory where he could serve as a big brother to the boys and where his personality indicated that he was especially sensitive to the emotional needs of children and especially eager to do what he could to give the boys a feeling of family life which he had known in his own home, was a real forward step. The varied and normal program of activities shared by each staff member makes for a particularly happy and comfortable family life at the Home.

The physical care of the children is satisfactory, and the food excellent. The maintenance of the buildings presents some difficulty, particularly the older building where the floor-plan is somewhat complicated with small corridors and narrow stairway, presenting a little more hazard from the standpoint of panic in the event of fire. Such things as planning for an extra fire escape and for the opening of doors outward might minimize the fire hazard. The boys' building has showers only in the basement, and no tubs for baths on the second floor. It was felt that there might be value in having a toilet on the first floor or basement of the girls' building for children at play during the day, as there is in the boys' building. There is living-room space in each building for children to use on the first floor during the day and it was especially noticeable that the children are comfortable in any part of the building; keeping the building clean, with only children for maintenance, presents a big problem, of course, particularly when very small children share this responsibility. The value of regular tasks to suit the age and ability of the child is recognized, but having to depend on the small child, even with supervision, for the cleanliness and physical appearance of the building, places too heavy a responsibility on him. By the same token, it is difficult to keep the clothing of the children in fair repair when there is a minimum of staff supervision and a shortage of staff time for this kind of work.

The operation of the farm and dairy with the well-rounded program of gardening and food preservation is a full-time job with the help of the children planned very constructively as a rewarding work experience. The Territorial Department of Health has added additional sanitarians who can give more help in the future to the farmer, as well as the institution in making health inspections and recommendations on the invitation of the staff. A nutrition consultant is also available with the increased Health Department staff, and can be consulted on request. It was felt that even though the farmer's work takes him full time with the excellent help he gives in maintenance and repairs of the physical plant, his personal contact with all of the children is an added influence in their lives. The interest of the farmer and his family in sharing in the program of child care is an important point to consider even though the farmer's household is apart from the institutional family.

The Agency reviewed the cost of care per child with the idea of forming a revised board rate more nearly in keeping with the expense of living in Alaska and the actual cost for child care. This information is to be compared with similar data secured from other children's institutions for recommendation to the Board of Public Welfare in setting a higher rate of child care. It is hoped that the Department of Public Welfare can offer more service to Haines House which makes excellent use of the Agency in asking for information on admission of a child or in planning replacement. The mere dependency of a child should not be the basis for transfer to Sheldon Jackson Junior College, since the children can now get high school work in the community public school. It was felt that Miss Miller has given a clear focus to the purpose in accepting childrenfor care with the idea of using the period of stay at Haines House for working out plans which can take advantage of available resources in the territory in developing the child in his fullest capacity. There is a continued need for additional children to be given emergency care and shelter and there will probably be insufficient resources for temporary care of children whose homes are broken by illness, death, or desertion for some time to come. In view of the fact that Alaska has nearly 3,000 children in group care at institutions and boarding schools, it seems too bad to feel that the solution is more children's homes. However, until there can be increased Social Service staff and funds for child care to locate adequate foster-family homes, children will have to continue to be cared for in larger groups. It is recommended that if the established institutions with sound programs of Child Care contemplate expanding their facilities, these facilities be developed along the lines of the Cottage Plan so that the child's experience in group care can be as similar to family life as possible. It is felt that Haines House could develop along these lines if the National Board felt the need.

Dr. Jackman

THE TERRITORY OF ALASKA
WITH PARTICULAR REFERENCE TO CHILD WELFARE NEEDS, AND TO SERVICES TO BE RENDERED AT HAINES HOUSE OR OTHERWISE BY THE PRESBYTERIAN CHURCH IN THE U.S.A.

A Survey Report

by

Everett L. Perry, Secretary
Office for Field Survey

February, 1955

For the

Dep't of Education and Medical Work
Board of National Missions of the
Presbyterian Church in the U.S.A.
156 Fifth Ave., New York 10, N.Y.

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A SURVEY OF THE TERRITORY OF ALASKA WITH PARTICULAR REFERENCE TO CHILD WELFARE NEEDS, AND TO SERVICES TO BE RENDERED AT HAINES HOUSE OR OTHERWISE BY THE PRESBYTERIAN CHURCH IN THE U.S.A.

Request for the survey was rooted in an action of the Cabinet of the Division of Missionary Operation on November 19, 1953, asking the Office for Field Survey to cooperate with the Department of Education and Medical Work in a study of the future program and building needs at Haines House in relation to the needs in the Territory for group care for children and adolescents.

Plans were initiated which led to a visit by the Secretary of the Office for Field Survey, the Reverend Everett L. Perry, to the Territory October 15 through November 3, 1954. This period was selected to coincide with a visit by Miss Lillian Windham, Assistant Secretary of the Department of Educational and Medical Work, and also because of a staff conference of the Department of Public Welfare held in Juneau October 15-19, to which Mr. Perry was invited.

In doing the field work on which the report is based, the author attempted to secure, within the time available, as wide an understanding of the Territory as possible. He personally visited fifteen of the church fields, conferred with 26 of the 36 Presbyterian key personnel in the Territory, and in addition met several times with the staff of Haines House, and once with the faculty of Sheldon Jackson. Attendance at the staff conference of Public Welfare proved to be very helpful, as did also a special conference held with representatives of the Department of Public Welfare and Department of Health on October 22, at which Miss Windham, Dr. Armstrong, and Mr. Perry were in attendance. Personal interviews were had with Dr. Baird of the Alaska Development Board, Dr. DeFoe, Commissioner of Education, Mrs. Garrett and six of the district social workers of the Department of Public Welfare, Miss Erickson of the Alaska Native Service, Mr. Blackbery of the U.S. Forestry Service, a representative of the University of Alaska Agricultural Experiment Station in Palmer, two representatives of the Department of Health, directors of the Territorial Employment Service, the Personnel manager of the Ketchikan Pulp Mill, the head of the Housing Authority in Ketchikan, the U.S. Commissioner at Sitka, the principal of Mt. Edgecumbe School, and Mr. Day, the National Council of Churches chaplain at the Mt. Edgecumbe School. At Anchorage, the visit of the author coincided with a public meeting to discuss the need for a Detention Home, in the area, at which numerous key personnel talked. He visited Sitka at the same time as the Mental Health Team, thus having an opportunity to observe their procedures and to talk with them individually.

The author also visited and talked with personnel of: Fairbanks Children's Home, Fairbanks Women's Detention Home. Lazy Mountain Children's Homes, Father Dunfrey's Home (Spenard), and the Juneau Children's Home.

The usual published sources were utilized to the extent possible. The publications of the U.S. Bureau of Census were very helpful, as were also the reports of various Territorial Departments, including Public Welfare, the Department of Health, and the Commissioner of Education. The Minutes of the General Assembly were utilized for background data on the Presbyterian Churches.

The Department of Work in Alaska also cooperated willingly and very helpfully in working out the program. Dr. Armstrong spent substantial blocks of time with the surveyor.

The report is set in a framework broader than what might be considered necessary to deal wth the particular problem, since it is assumed that few readers will be familiar with the information covered in the report

PART I

A REVIEW OF CENSUS DATA

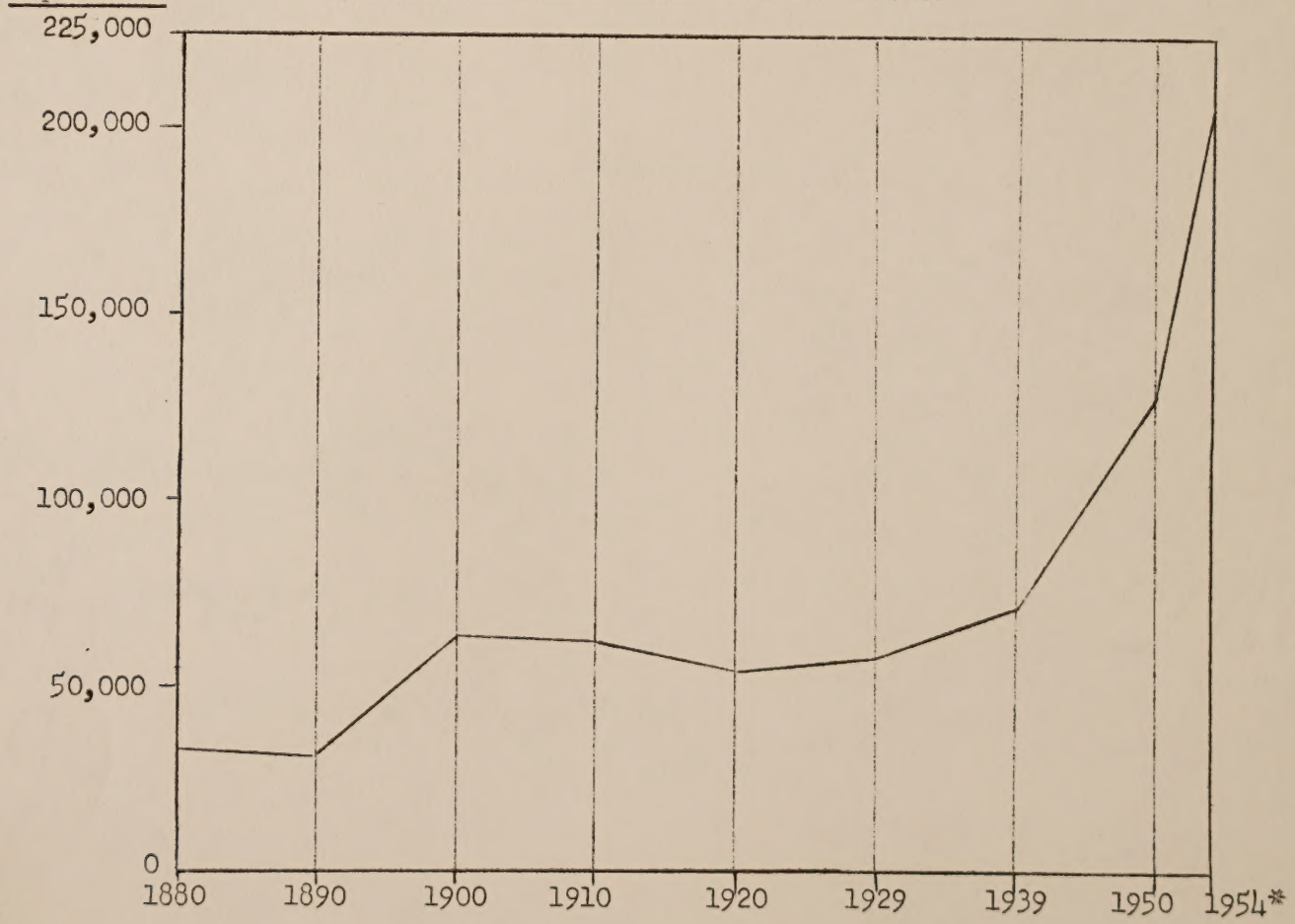
Population Growth:

The U.S. Census population reports for Alaska are given on a decennial basis, approximately, from 1890 to 1950.

In both 1880 and 1890 the population was about 33,000. In the next decade, with the Gold Rush, the population nearly doubled. This growth trend was very short-lived, and in fact decreases occurred in succeeding decades. In 1929 there were fewer people reported than in 1900. Since 1929 there have been substantial increases. The latest official population count was in 1950, with 128,643. In 1954 the official estimate was 171,000 civilians, and though no official current reports on the military are released, 205,000 is now used as the overall estimate. It should be remembered that the military, which is very important element in Alaska, is a part of the official census.

Figure I

Population of Alaska from 1880 to Present



* Estimated; as of July 1, 1954

Table I

Population of Alaska from 1880 to Present[1]

Census Date	Population	Increase or Decrease	
		Number	Percent.
1954 (July 1)	205,000*	76,357	59.4
1950 (April 1)	128,643	56,119	77.4
1939 (Oct. 1)	72,524	13,246	22.3
1929 (Oct. 1)	59,278	4,242	7.7
1920 (Jan. 1)	55,036	-9,320	-14.5
1910	64,356	764	1.2
1900	63,592	31,540	98.4
1890	32,540	-1,374	-4.1
1880	33,426	------	----

[1] Used by local researchers as a reasonable estimate of total population. The official Census Bureau estimate of civilian population is 171,000 as of July 1, 1954.

Alaska is divided into four major areas, called Judicial Divisions, which are utilized by the Bureau of the Census for the reporting of population. Table II shows both the distribution of population by these areas, and the relative growth of each between 1939 and 1950. The location of these areas are indicated on Figure II. The First Judicial district comprises southeastern Alaska. The Second is along the Arctic Coast from Nome to Barrow and beyond. The Third includes the relatively large metropolitan center of Anchorage. The Fourth includes Fairbanks, but also a strip of Interior Alaska extending to the Arctic Coast on the north to the Bethel vicinity on the West.

As of 1950 over 45 per cent of Alaska's population was found in the Third District. The smallest and least dense population (less than 10% of the total) was found in the Second District, while the remainder of population was almost equally divided between the remaining two districts. This is quite radically different from the distribution of population in 1939, when well over one-third of the total was found in the First District, or Southeastern Alaska. It is evident that this very pronounced shift in the distribution of Alaska's population is largely accounted for by the intrusion of the military in the Third and Fourth Districts during and since World War II.

Figure II

ALASKA BY JUDICIAL DIVISIONS

Table II.

Population Growth in Alaska, 1939-1950
by Judicial Divisions

Judicial Division	Population		Increase, 1939-1950		Population per square mile, 1950
	1950	1939	Number	Percent.	
Total	128,643	72,524	56,119	77.4	22.5
First	34,391	28,203	6,188	11.7	82.0
Second	12,272	11,877	395	3.3	8.3
Third	59,518	19,312	40,206	208.2	41.9
Fourth	28,650	16,094	12,556	78.0	11.6

Population density, as measured in terms of population per square mile, is very low. While that in southeastern Alaska (82.0) is much higher than elsewhere, it will be shown in the report to be largely concentrated in a few centers which are isolated from each other by inland waterways and largely uninhabited islands. In the Third District a density of 41.9 is found per square mile, but here the great bulk of the population is found in the Anchorage vicinity, with relatively few people elsewhere in the District.

Rural-urban Distribution:

Population distribution can also be analyzed in terms of the rural-urban distinction. As of 1950 the population of Alaska was 26.6% urban and 73.4% rural. The urban trend appeared to be rather small in the 1939-1950 period, during which the urban population increased only from 24% to 26.6%. In fact, as of 1950 there were only six urban places, which we list in order of size: Anchorage City, 11,254; Juneau City, 5,956; Fairbanks city, 5,771; Ketchikan town, 5,305; Eastchester village, 3,096; and Mountain View village, 2,880. The latter two are actually part of the greater Anchorage area. Thus actually there are only the four urban centers.

There is no question but that Alaska is yet to be considered as predominantly rural, despite the very rapid strides towards metropolitan growth of Anchorage, and the less striking yet specifically urban development of Fairbanks, Ketchikan, and Juneau. The village is the characteristic community form with which the church must deal, and in many cases it is the isolated village with insufficient population base to support a church at acceptable standards by Stateside measurement.

Race and Nationality Groupings:

Of the total population of the Territory, 26.3%, or 33,863, are "Aboriginal stock", consisting of Aleut, Eskimo, and Indian. This part of the population has increased only slowly, having numbered 25,331 as far back as 1910. The Aborigines comprise 15,882 Eskimos, 14,089 Indian, and 3,802 Aleut. Only a little more than 5% of these, or 1,933, live in urban areas.

Again, of the total population 72.1% or 92,808 are white, and 67.1% are native white. Since the majority of the population growth has been white, the proportion of native whites has been rapidly increasing. In 1910 only 28.6% of the population was native white, compared with 67.1 today.

The foreign-born white group has declined rapidly, both in numbers and percent. As of 1950 that group comprised only 5.0% of the total population, and numbered 6,476. The two largest groups of foreign birth were: from Norway, 1,549, and from Canada, 1,339. Northern Europeans were the dominant foreign-born strain.

Of the people living in Alaska in 1950, there were 74,140 who were born in the Continental United States, and 47,158 who were born in Alaska.

By districts, the First Division has about 8,000, or 28.1%, aboriginal stock, of which almost all are Indian. In the Second Division there are over 10,000 Aborigines, or 83.7%, of whom most are Eskimo. In the Third Division there are 7,103 Aborigines, but these comprise less than 12% of the population, and are composed largely of Aleut and Indian, with few Eskimos. In the Fourth District, however, Aboriginal stock numbers 8,554 or 29.9% of the total, and is composed almost exclusively of Eskimos and Indians. Relative proportions of the races by Judicial Divisions are found in Figure III and Table III.

Figure III

Race and Nationality of Alaska Population, 1950, by Judicial Divisions

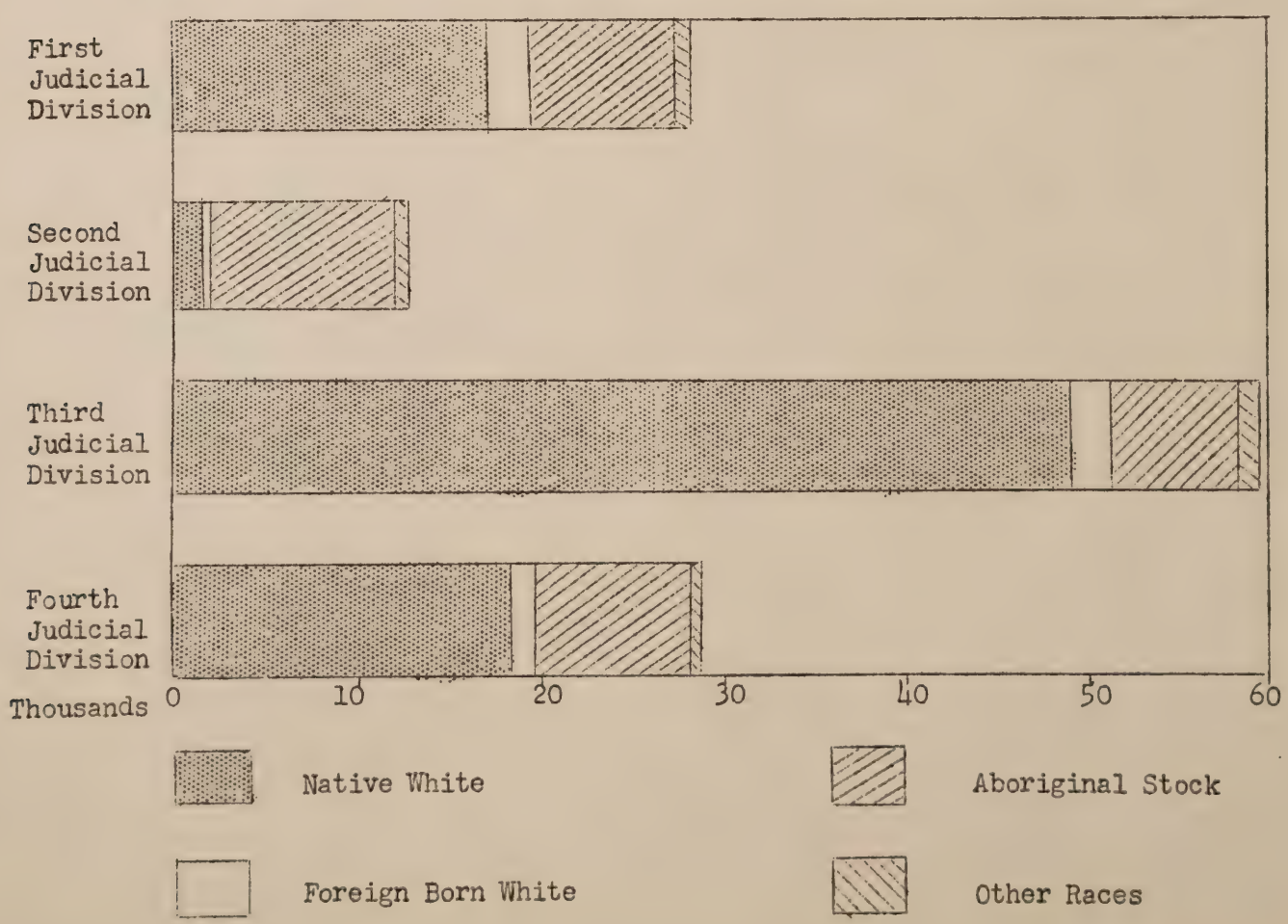


Table III

Race and Nationality of Alaska Population, 1950
By Judicial Divisions

Race & Nationality	Total		Judicial Division							
			First		Second		Third		Fourth	
	Number	Percent.	Number	Percent.	Number	Percent.	Number	Percent.	Number	Percent.
Total	128,643	100.0	28,203	100.0	12,270	100.0	59,518	100.0	28,650	100.0
Native White	86,332	67.1	17,107	60.7	1,761	14.3	49,019	82.4	18,445	64.4
Foreign-Born White	6,476	5.0	2,551	9.0	211	1.8	2,251	3.8	1,463	5.1
Aboriginal Stock	33,863	26.3	7,928	28.1	10,276	83.7	7,103	11.9	8,554	29.9
Other Races	1,922	1.5	617	2.2	22	.2	1,145	1.0	188	.7

Age and Sex Distributions:

Throughout its history Alaska has had predominantly a male population. As of 1950 there were 161.6 males per 100 females. This lopsidedness is due to a considerable extent, to the presence of military forces, the usual tendency for male immigrants to proceed female, and to some tendency toward male dominance in the Aboriginal stock.

By the various population elements the number of males per 100 females follows: Native white, 183.2; Foreign-born white, 235.2; Aboriginal stock, 107.6; other races, 350.2.

Special note should be made of the fact that the number of males per 100 females in the Aboriginal stock is 78.2. This evidently means that female aborigines have a greater tendency than do the males to come into the urban centers.

The age and sex distribution pattern of both the whites and non-whites of Alaska is found on the following population pyramids, Figures IV and V. A so-called "normal" population would follow the line of the triangle. Bars which extend beyond the sides of the triangle indicate an excess of that age group; bars which do not come out to the edge of the triangle indicate a deficiency.

It will be noted on Figure IV, page 8, that the male youth, young adult, and middle aged adults bulge strikingly. This is probably a combination of the effect of the military, and the presence of other males who come up to "make a fast buck" in the Territory. The corresponding but smaller bulge on the female side reflects the presence of some wives, and probably some other of the younger women engaged in professional or clerical work in the urban centers. There is a striking deficiency of children in the 5-14 year age group, and, while there is the usual reflection of the high post-war birth rate seen in the "under five" group, even this younger age group is scarcely out to the "normal" point.

Turning to Figure V, page 9, a similar pyramid showing the non-white population, we find a radically different picture. It represents what the Territorial Department of Health calls a "primitive" population. With the great excess of children and youth and the corresponding deficiency of the aged and the middle aged, the pyramid reflects a high birth rate, and a high death rate. Both of these pyramids point the church toward crucial emphases in its program.

Pyramids for the Judicial Districts are not shown, (except for District 1) but the population of the Third and Fourth Districts ganerally follow the white pyramid, that of the Second reflects the non-white pyramid, and that of the First District, Figure VI deviates from both. It should be remembered that it is in the First District that Haines House is located.

Figure IV

Age and Sex Distribution of the
White Population of Alaska, 1950

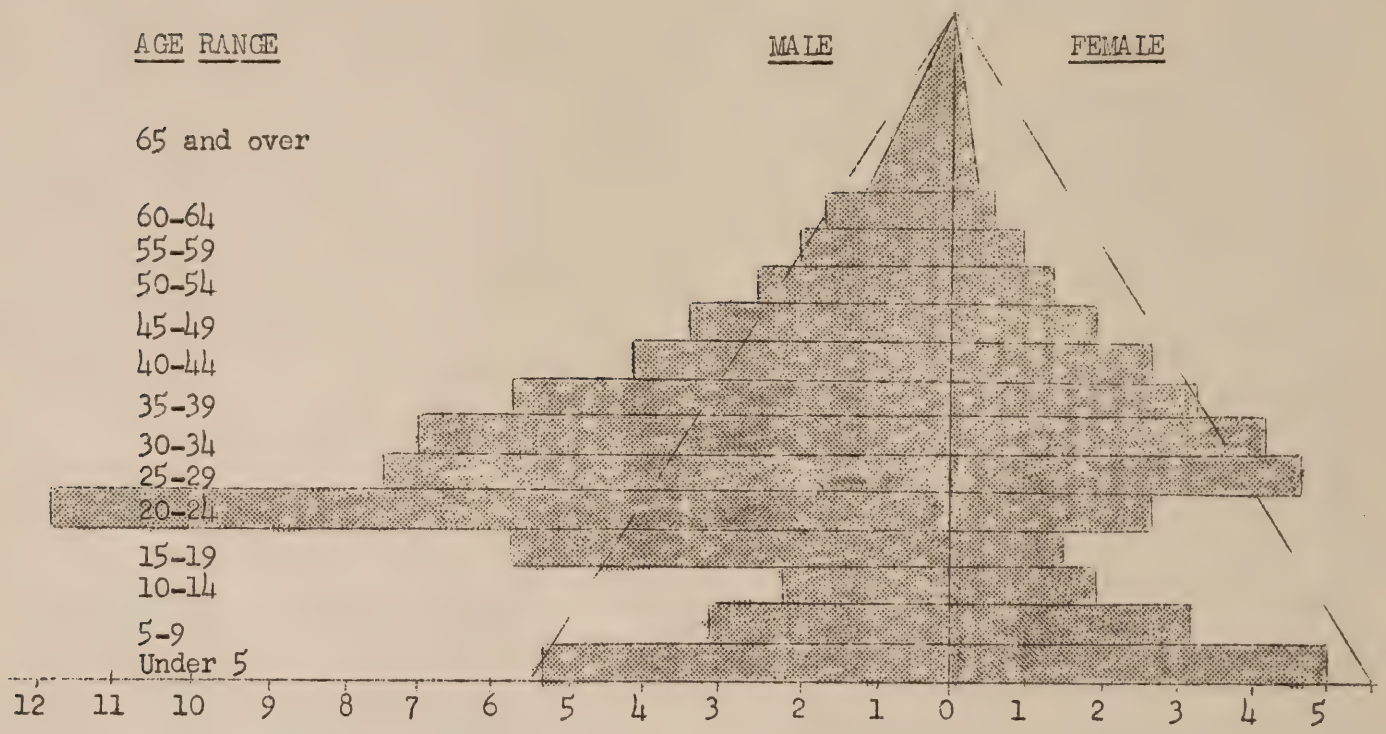


Table IV

Age Range	Male		Female	
	Number	Percent	Number	Percent
Total	60,390	65.1	32,418	34.9
65 and over	2,608	2.8	727	.8
60-64	1,552	1.7	599	.6
55-59	1,860	2.0	864	.9
50-54	2,393	2.6	1,161	1.3
45-49	3,176	3.4	1,747	1.9
40-44	3,944	4.2	2,509	2.7
35-39	5,282	5.7	3,249	3.5
30-34	6,605	7.1	3,807	4.2
25-29	6,996	7.5	4,296	4.6
20-24	10,973	11.8	2,810	2.7
15-19	5,319	5.7	1,396	1.5
10-14	1,919	2.2	1,720	1.9
5-9	2,880	3.2	2,910	3.2
Under 5	4,883	5.3	4,623	5.0

Grand total 92,808

Figure V

Age and Sex Distribution of the
Non-White Population of Alaska, 1950

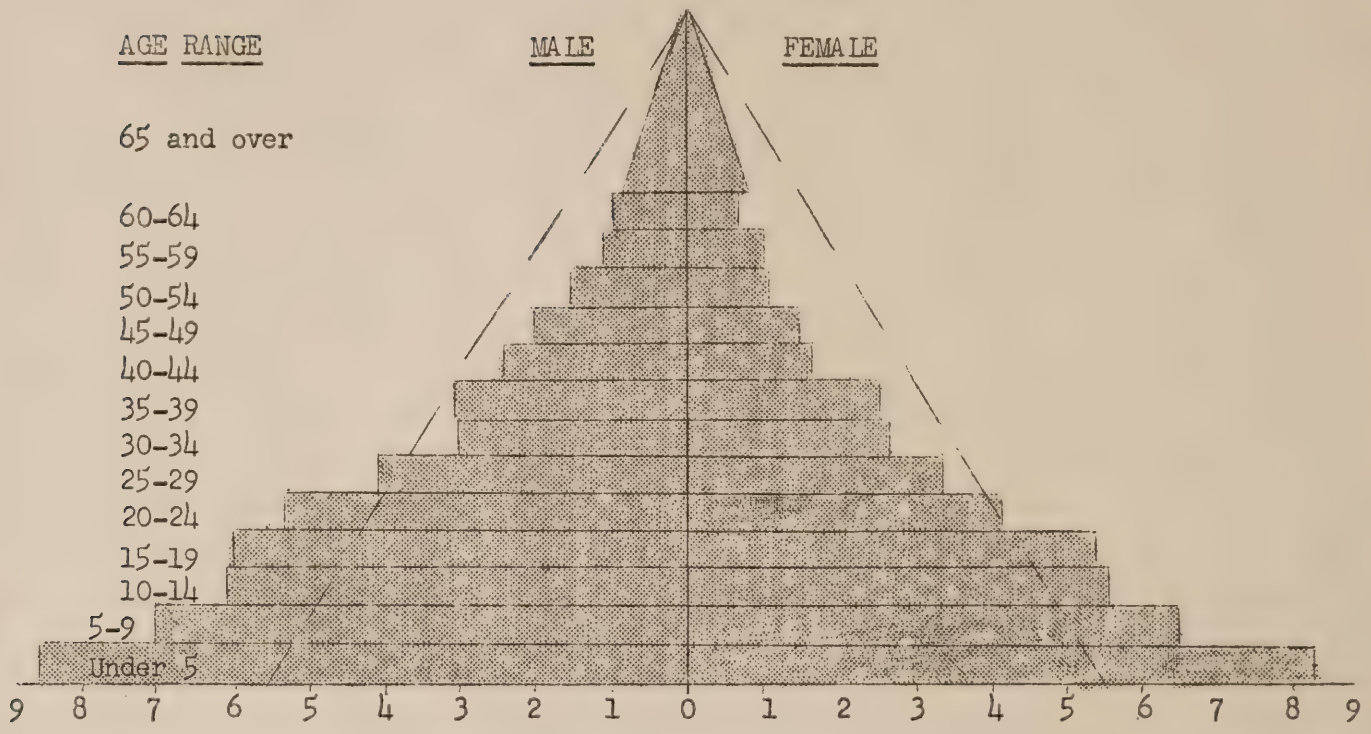


Table V

Age Range	Male Number	Male Percent	Female Number	Female Percent
Total	19,082	53.2	16,753	46.8
65 and over	727	2.0	680	1.9
60-64	331	.9	253	.7
55-59	410	1.1	345	1.0
50-54	532	1.5	400	1.1
45-49	711	2.0	536	1.5
40-44	877	2.4	622	1.7
35-39	1,095	3.1	939	2.6
30-34	1,067	3.0	961	2.7
25-29	1,479	4.1	1,236	3.4
20-24	1,894	5.3	1,494	4.2
15-19	2,162	6.0	1,938	5.4
10-14	2,202	6.1	2,017	5.6
5-9	2,507	7.0	2,347	6.5
Under 5	3,088	8.6	2,985	8.3

Grand total 35,835

Figure VI

Age and Sex Distribution of Population of
First Judicial Division, Alaska, 1950

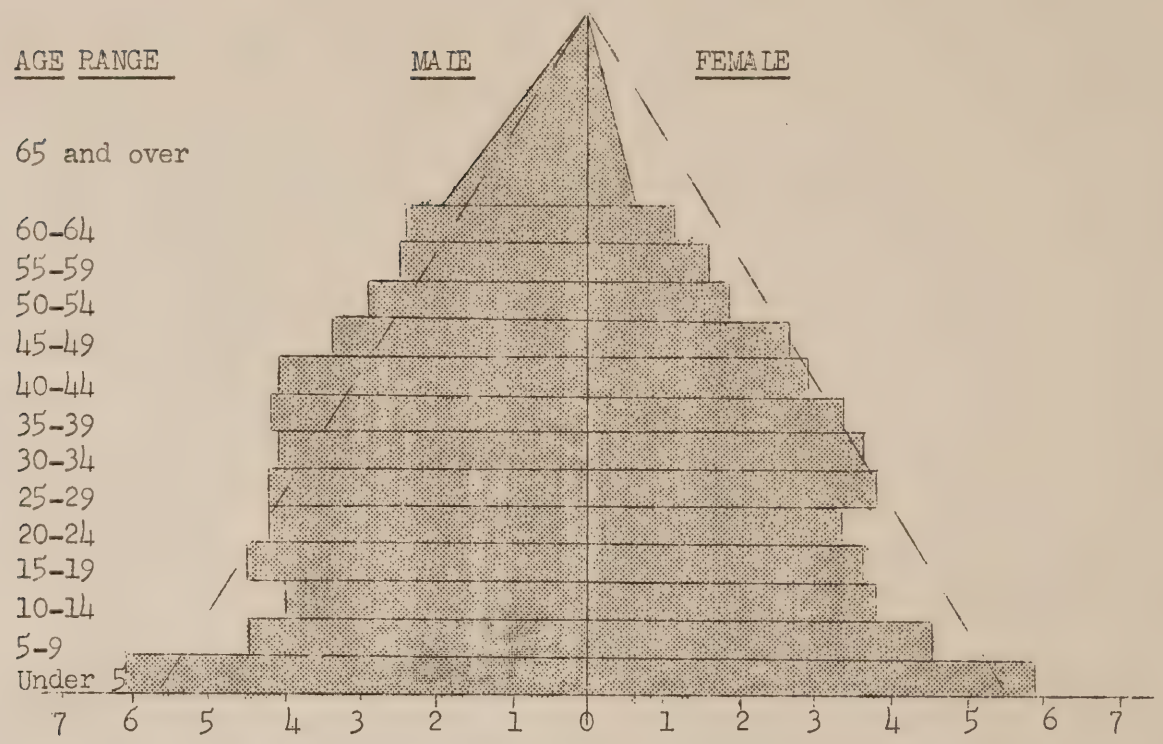


Table VI

Age Range	Male		Female	
	Number	Percent	Number	Percent
Total	15,714	55.7	12,489	44.3
65 and over	1,316	4.7	516	1.8
60-64	682	2.4	320	1.1
55-59	712	2.5	456	1.6
50-54	817	2.9	538	1.9
45-49	957	3.4	750	2.7
40-44	1,145	4.1	892	3.2
35-39	1,179	4.2	947	3.4
30-34	1,145	4.1	1,052	3.7
25-29	1,188	4.2	1,062	3.8
20-24	1,190	4.2	950	3.4
15-19	1,260	4.5	1,004	3.6
10-14	1,138	4.0	1,063	3.8
5-9	1,278	4.5	1,284	4.6
Under 5	1,707	6.1	1,655	5.9

Grand total 28,203

Mobility:

Mobility figures as compiled for Alaska are not comparable to those found in the U.S. Census for the Continental United States, since internal mobility is not counted. As of April 1, 1950, 75.5% of the population one year of age or more had been in the Territory for one year or more. More than 26,000 had lived in the Continental United States one year earlier. Only 1134 previously lived in some other U.S. possession, Canada or a foreign country. It is of course impossible to determine how many of the former group were related to the military. At least it is certain that most of these people came to the Anchorage and Fairbanks vicinity, for there were only 3,316 migrants from Continental U.S. in the First Judicial Division, representing 8.4% of the total (one year old or over), and there were only 618 or 5.2% in the Second Judicial Division, but in the Third there were 16,539 and in the Fourth 6,565, representing 28.5% and 23.6% of this population, respectively.

Table VII

Persons One Year of Age and Over Living in Alaska on April 1, 1950, who lived in Continental United States on April 1, 1949, by Judicial Divisions

Division	Number	Percent of Total One Year of Age and Over
Total	26,038	20.8
First	2,316	8.4
Second	618	5.2
Third	16,539	28.5
Fourth	6,565	23.6

Marital Status:

Of the 62,775 males 14 years of age and over 27,289 or 43.5% were reported to be single, 30,380 or 48.4% were married, and 5,106 or 8.1% were widowed or divorced.

Of the 33,233 females of the same age range, there were 5,570 or 16.8% single, 24,441 or 735% married, and 3,222 or 9.7% widowed or divorced. The largest "widowed or divorced" group was the urban non-white female, of whom 16.9% were so reported.

The census reported a total of 23,317 married couples, of whom 21,778 had their own household. Altogether there were 31,047 households, having a total population of 100,779 or 3.25 per household. There were 1,864 persons in institutions, and 26,000 in other quasi-households. About 20,000 of this last group may have been in the military barracks, the remainder were in rooming houses, hotels, labor camps, etc.

Schooling:

The median number of years of schooling completed by persons 25 years of age and over, as of 1950, was 12.2 for whites and 4.0 for non-whites. In other words, half the adult population had had more, and half had had less, than the above level of schooling. Of the 13,201 adult non-whites, only 267 had had some college, only 1,547 in addition to those with some college training, had had some high school. A total of 3,919, or 29.7% were reported as having had no formal schooling.

Employment by Industry Groups:

Of the 33,997 employed whites in the territory, the largest single group were engaged in federal public administration--5,911, or 17.4% of the total. 15.4% were engaged in construction, 14.6% in wholesale and retail trade, and 14.5% in transportation, communication, and other utilities. Only 6.2% were engaged in manufacturing, and 5.3% in fisheries.

The non-white employment is in striking contrast. Altogether there were 8,392 employed non-whites. The largest group (1,749 or 20.8%) were engaged in hunting and trapping; 15.7% were employed in fisheries; 16.1% were employed in manufacturing of non-durable goods, which presumably means employment in canneries and wood products factories. Thus the majority of the non-white workers were engaged in these activities which are irregular, seasonal, and in most instances involve to some extent a migratory existence. 5.7% were engaged in other kinds of manufacturing; 5.9% in transportation, communication, and other utilities; and 5.8% in wholesale and retail trade. Some non-whites are found in the various other industrial classifications, but the number is very small in each case.

Employment by Occupation Groups:

The relative position of the non-whites is shown even more strikingly by an analysis of employment by industry groups. Among the whites, 14.0% are classified as professional, technical, and kindred workers; 12.1% as managers, officials, and proprietors except farm; 13.2% as clerical and kindred workers; and 19.8% as craftsmen, foremen, and kindred workers. The total in these classifications is 59.1%.

Among the non-whites, in sharp contrast, only 12.2% are engaged in these four types of occupation. Among the non-whites, 41.3% are classified as operatives and kindred workers, and 29.4% as laborers, except farm and mine, a total of 70.7% in these two classifications.

Income, 1949:

Income reports for Alaska were summarized by individuals, which prevents direct comparison with similar statistics for the United States. On this basis the median personal income for the Territory was $2,072, while for whites it was $2,625 and for non-whites $784, all on an annual basis. There were 11,151 whites reporting an income of $5,000 per year or more, and only 385 non-whites who attained this income level.

Part II

The Presbyterian Churches

Membership Distribution:

Ecclesiastically, the Presbyterian Church in Alaska, with official membership of 3,933, is organized in two presbyteries. The Presbytery of Alaska , or the First Judicial Division, in which 17 churches reported a total membership of 2049 in 1953, or somewhat more than half of the total membership for all Alaska. The rest of the Territory comprises the Presbytery of Yukon, in which the 1953 reports listed twelve churches and 1884 members.

As of 1950, the latest date for which detailed population data are available, there were 64.5 Presbyterian members per 1,000 population in Southeastern Alaska and 19.1 per thousand in the remainder. This uneven distribution is at least partially a reflection of the history of Presbyterian occupancy of the southeast, under comity agreements. It might be added that with the entrance of numerous non-comity groups in recent years Presbyterians have in no sense sole occupancy of Southeastern Alaska. It should also be noted that even in the remainder of Alaska, much of which had earlier been assigned to denominations other than Presbyterian, the proportion of Presbyterians to population is somewhat larger than that in the States. By that statistical index Presbyterianism in Alaska has been relatively successful.

Though no detailed count of white and non-white membership was made, it can be said with assurance that the reported Presbyterian membership relates very substantially to native population. A casual count indicates that well over half of the membership in Southeastern Alaska comprises natives, and nearly half of the membership in the Presbytery of Yukon.

Membership Trends:

It is also extremely significant to look briefly at the trends of membership. For Alaska as a whole, taking 1930 as a base line, when there were 43.3 Presbyterian members per 1,000 population, the proportion had declined by 1953 to less than half, or 19.1 per 1,000. In other words, if the Presbyterian Church had kept up with the population growth of the Territory, there would now have been about 8,800 members in Alaska, rather than the 3,933 actually reported. By this index, the status of Presbyterianism in Alaska has been declining very significantly in the past 23 years.

Figure VII

Members of Presbyterian Churches Per 1,000 Population, Territory of Alaska, by Selected Years, 1930 - 1953

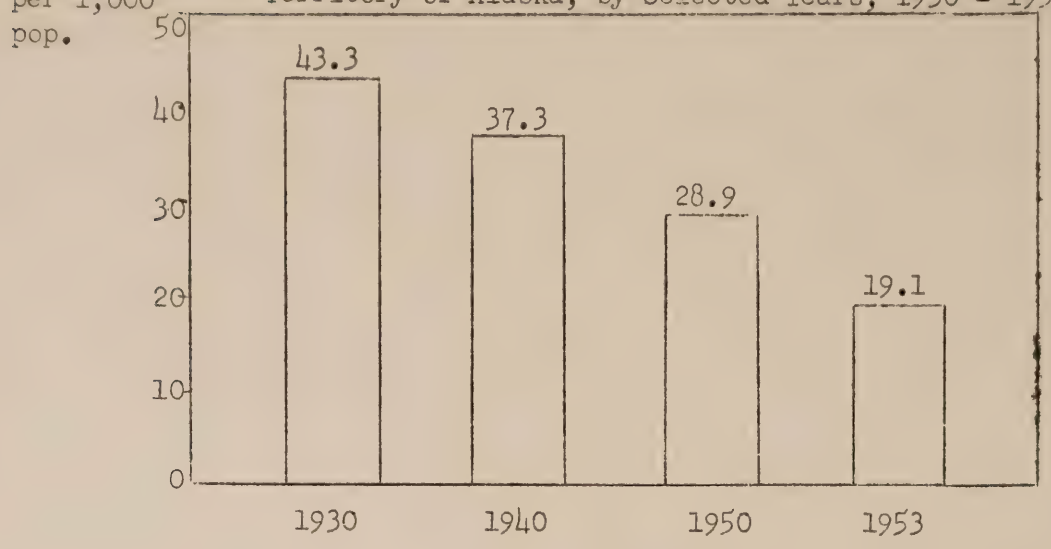
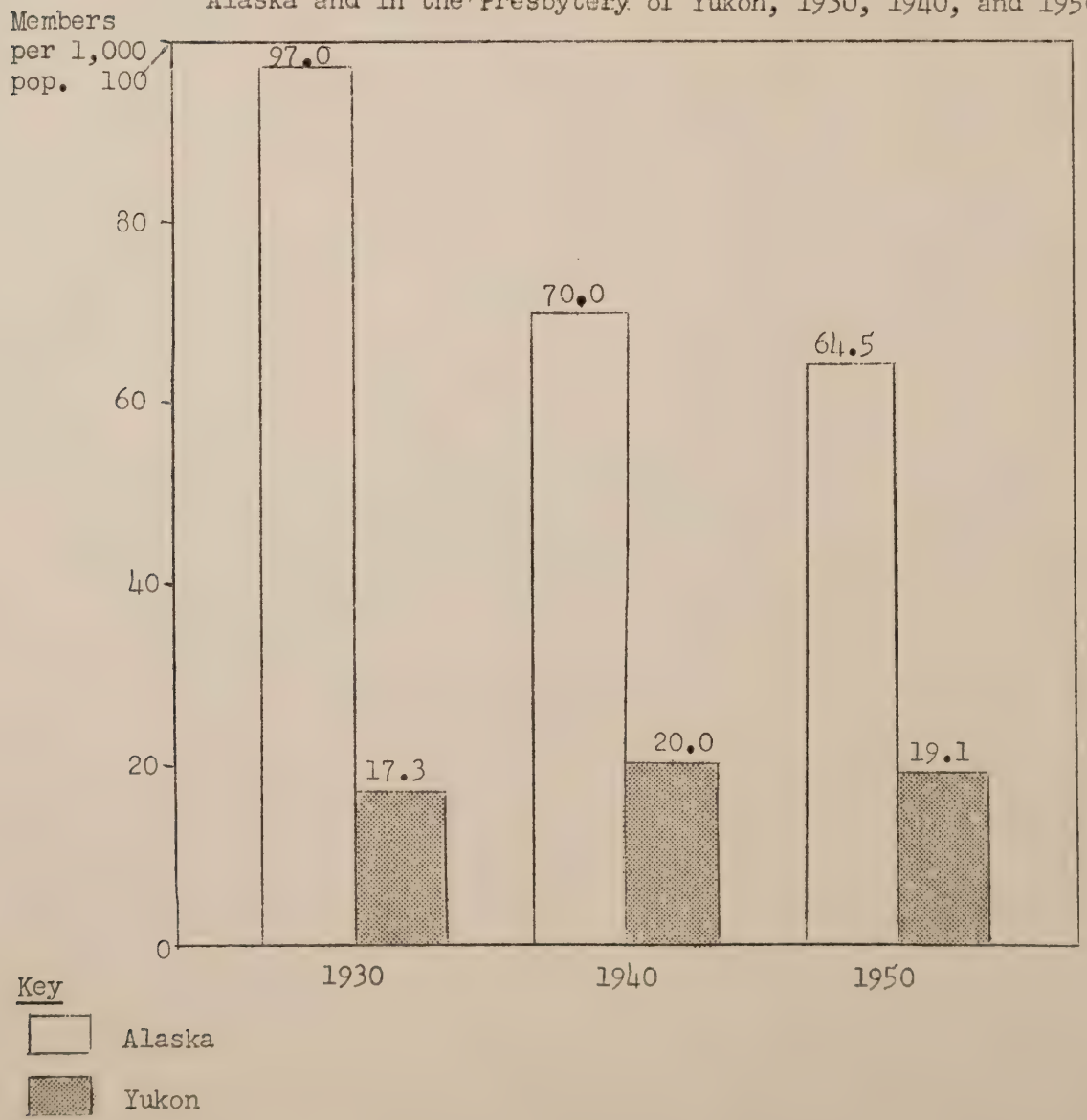


Figure VIII

Members of Presbyterian Churches Per 1,000 in the Presbytery of Alaska and in the Presbytery of Yukon, 1930, 1940, and 1950



Factors in this failure to keep pace with population growth are not difficult to discover. First of all, there is a reflection of the usual inability of the church to keep up with population growth during times of unusual flux, and particularly among people who are not interested in building stable and enduring communities. In Alaska, much of the new growth has related to the military, and has included many people who come to the Territory to get whatever they can, with no interest in improving the social environment. Secondly, much of this growth has been in the interior, where Presbyterian coverage has been relatively weak.. Thirdly, the Presbyterian Church has been related dominantly to the native population, which is a relatively static element of the population. Despite the fact that race relations do not in general constitute as critical a problem as in the States, it is probable that racial factors have a definite relationship to the rate of membership growth.

In Southeastern Alaska, the median size of church membership is 90, and only three of the seventeen churches have membership of more than 200. In Yukon Presbytery the median size of membership is 125, with three of twelve churches having attained more than 200 members, and of these two had more than 450 each.

Table VIII

Membership of Presbyterian Churches
in the Presbytery of Alaska
by Selected Years,
1930-1953

Church	Church Membership				Inc.- Dec. 1930-1940		Inc.- Dec. 1940-1950	
	1930	1940	1950	1953	Number	Percent	Number	Percent
Angoon, Angoon	--	88	63	54			-25	28.5
Auke Bay by the Lake	--	N.L.		49				
Craig	53	29	59	77	-24	-45.3	30	103.4
Haines	92	74	85	83	-18	-18.5	11	14.8
Hoonah	200	111	104	91	-89	-44.5	-7	-6.3
Hydaburg	128	127	187	123	-1	- .8	60	47.2
Juneau, Ml.	118	79	111	245	-39	-33.1	32	40.5
Killisno	78	N.L.			-78	-100.0		
Northern Light	139	207	198	244	68	48.8	-9	-4.3
Kuke Meml.	114	81	78	118	-33	-20.2	-3	-3.6
Kasaan	46	32			-14	-30.4	-32	-100.0
Ketchikan	63	86	73	88	23	36.5	-13	15.1
Klawock	183	119	84	104	-64	-35.0	-35	-29.4
Klukwan	61	47	50	62	-14	-23.0	3	.6
Metlakatla	186	203	168	146	17	9.1	-35	-17.2
Petersburg First	69	35	31	40	-34	-49.3	-4	- .1
Sitka, First	196	272	336	347	76	38.8	64	23.5
Skagway, First	37	73	72	88	36	97.3	-1	- 1.7
Saxman	40	30			-10	-25.0	-30	-100.0
Wrangell	72	73	122	90	-1	- .1	49	67.1

N.L.--Not Listed

Table IX

Membership of Presbyterian Churches
in the Presbytery of Yukon
by Selected Years,
1930-1953

Church	Church Membership				Inc.-Dec. 1930-1940		Inc.-Dec. 1940-1950	
	1930	1940	1950	1953	Number	Percent.	Number	Percent.
Anchorage, First	77	97	416	455	20	26.0	319	328.9
Anchorage, Faith	N.L.	N.L.	34	42			34	all
Anchorage, Hillcrest	N.L.	N.L.	N.L.					
Barrow Ookeavik	328	448	469	470	120	36.5	21	4.7
College Univ. Comm.	N.L.	N.L.	20	46			20	all
Cordova	34	48	45		14	41.2	-3	-100.0
Barrow Point	55	N.L.			-55	-100.0		
Fairbanks, First	71	83	231	221	12	all	148	178.3
Healy Fork, Railbelt	N.L.	N.L.		8				
Nenana, First	10	7			-3	-30.0	-7	-100.0
Palmer Unit. Prot.	N.L.	61	130	130	61	all	69	114.8
St. Lawrence Island, Gambell		N.L.	161	172			161	all
Savoonga	N.L.	N.L.	139	142			139	all
Spenard, Woodland Park	N.L.	N.L.	26	76			26	all
Wainwright, Olgonik	115	128	118	108	13	11.0	-10	7.8
Wales, Thornton Ml.		75	114		75	all	39	52.0
Wasilla, First	N.L.	N.L.	7	14			7	all

N.L.--Not Listed

The Sunday Church School:

Sunday Church school statistics are not presented in detail, but in Southeastern Alaska this membership has been roughly equivalent to that of the church membership. If we assume that the Presbyterian churches have a constituency with an age distribution parallel to the population of Judicial District I, their membership of 2049 would reflect a total of about 600 children in the 5-14 year age group and an additional 230 in the 15-19 age span. These would represent the total Presbyterian constituency from which an enrollment for Haines House would be drawn, assuming it serves Southeastern Alaska, and Presbyterians.

Finances:

A summary of three financial items is found in Table IX. While less than a dollar a week per member is contributed, on the average, the increase over the 1930 and 1940 level is far above the amount which could be explained by changes in the price level during the period. Current receipts have increased more than six-fold, special receipts twenty-fold, and benevolences eight-fold on a per-capita basis between 1930 and 1953.

It should also be noted that by far the largest proportion of the increases have occurred in the relatively few larger population centers.

Table X

Finances of the Presbyterian Churches in the Territory of Alaska, by Selected Years, 1930-1953

Item	Total Alaska and Yukon	Presbytery of Alaska	Presbytery of Yukon
Current Receipts			
1930	$ 14,399	$ 8,402	$ 5,997
1940	17,328	10,977	6,351
1950	83,971	32,946	51,025
1953	130,657	53,226	77,431
Per Capita 1953	$ 33.22	$ 25.98	$ 41.10
Special Receipts			
1930	$ 1,153	$ 780	$ 373
1940	4,320	1,665	2,565
1950	33,544	15,110	18,434
1953	41,400	22,530	18,870
Per Capita 1953	$ 10.53	$ 11.00	$ 10.02
Benevolences			
1930	$ 2,073	$ 1,543	$ 530
1940	2,403	2,183	220
1950	18,828	6,443	12,385
1953	24,876	9,882	14,996
Per Capita 1953	$ 6.32	$ 4.82	$ 7.96
Total 3 items			
1930	$ 17,625	$ 10,725	$ 6,900
1940	24,051	14,825	9,136
1950	136,343	54,499	81,844
1953	196,935	85,638	111,297
Per Capita 1953	$ 50.07	$ 41.80	$ 59.08

Part III

Some Factors Bearing on Future Child-Care Needs

Health:

Since health problems are closely related to family stability and needs for child care, some attention was given to these problems in the study.

The Territorial Department of Health is relatively new, having been organized in 1945. The radically increased emphasis on health services is at least in part reflected by the fact that total federal and territorial appropriations for public health were $210,233.84 in 1945, compared with $1,442,793.00 in 1953.

The Director, C. Earl Albrecht, M.D., pointed out in the 1952 report, that due to the sprawling nature of the four judicial divisions of the Territory, and the lack of many incorporated places, the Territorial Department is called upon to meet many more local problems than would a similar agency in the States, where county and local services are much more highly developed. Almost one third of the total expenditure goes into tuberculosis control. 17.6 cents of every public health dollar goes to nursing services. Mt. Edgecumbe Medical Center, opened in 1947, was the first orthopedic hospital in the Territory. This type of service is particularly important in Alaska because of the prevelance of T.B. of the bones. In 1952 there were 133 children who received treatment in that hospital.

In regard to tuberculosis, a Health Department report says:

> "It will be good news indeed when we can no longer say that tuberculosis is the greatest disease problem in Alaska. Although there are definite signs of progress in the fight against tuberculosis, there is still a long road ahead before we achieve notable success in controlling the spread of this disease, especially among our native population." [1]

As of April 15, 1952 there were 568 hospitalized with T.B., and more adequate treatment increased the number of cases which can be handled. By January 30, 1954 there were still 350 patients awaiting hospitalization, despite current ability to hospitalize 800 in the Territory, with the opening of the Anchorage A.N.S. Hospital.

In comparison of death rates from various causes in Alaska with those in the United States three outstanding variations are seen: (1) deaths from heart disease (349.1), cancer (138.9), and cerebral hemorrhage (100.9) are much more common diseases of death in the States than in the Territory (180.4; 52.1 and 45.1 respectively). The TB death rate in the Territory (60.5) is nearly five times that in the States (12.5)[2]. As pointed out by the mental health team, the deaths

[1] Annual Report, Alaska Department of Health, 1951-1952, pg.29.

[2] FourteenthAnnual Report, 1953-1954, Alaska Department of Health. The last previous Annual Report gave the Alaskan T.B. death rate as 181.9 and that of the States as 26.3.

of a violent nature, with so-called emotional concomitants, such as accidents, homicides, alcoholism, and suicide are much more prevalant in Alaska than in the States. The comparative rates for these are as follows:

	Alaska	States
Accidents	167.1	60.7
Alcoholism	9.3	1.7
Homicide	16.3	5.4
Suicide	26.4	11.4
Total for these items	219.1	79.2

The combined rates of these items thus are more than 2½ times those in the States, and to a considerable extent reflect both social disorganization and personal maladjustments. Albrecht believes that this is at least partially because of the type of person moving to Alaska.

All rates quoted above are those per 100,000 population.

Dr. Albrecht pointed out less than three years ago that the death rate for TB among the native population is 600 per 100,00. Furthermore he stated, "We now have accurate evidence to show that some villages have active tuberculosis among 25 per cent of the people."[1] Latest reports indicate a TB death rate of 300 among the natives, which is still far above the rate of 6 per 100,000 among the whites.

Seasonal work, consisting of long, hard working periods with long periods of idleness during winter are also important in putting additional strain upon people. Idleness combines with a lack of recreational facilities, except for the tavern.[2]

Family Stability:

The need for children's homes relates obviously to some extent to the stability of family life in the Territory. Particularly with reference to the native population it is highly improbable that any acertainable statistics will tell the whole story. However, statistics provided by the Bureau of Vital Statistics of the Department of Health provide some opportunities for measuring the relative extent of social need.

One approach to this question is through consideration of illegitimacy, both in relation to total births, and by geographical areas and by race.

In 1949 the total number of births in the Territory was 3,518. By 1953, the last full year for which statistics are available, births numbered 6,780. With the in-migration of more and more white families

1. Albrecht, C. Earl, M.D., F.A.P.H.A., Public Health in Alaska--United States Frontier, American Journal of Public Health, Vol. 42, No. 6, June 1952, pg. 694-698
2. Albrecht, C. Earl, M.D. and Kester, Francis E. The Effect of Population on Health Problems of Alaska pg.10.

and in the main young families, the proportion of whites among the total has increased rapidly. In 1950 whites represented about 61 per cent of the total births, while in 1953 the proportion was about 74 per cent.

The rate of illegitimacy in this short span has declined from 4.7 per cent of the total births in 1950 to 3.2 per cent in 1953. This does not mean that the general situation has had a radical improvement, but reflects the increase in proportion of white births, together with a slight decline of the white illegitimacy rate. In the above period the ratio of white illegitmates to total births declined from 0.74 per cent to 0.63 per cent, while the non-white rate remained constant at 10.7 per cent.

Numbers and percents are shown in Table X below.

Table XI

Illegitimate Births in the Territory of Alaska
by White and Non-white, 1950 and 1953

Race	1950	1953
Total births	3546	6780
White births	2153	5071
Illegitimate	16	32
Per 100 white births	0.74	0.63
Non-White births	1393	1709
Illegitimate	149	184
Per 100 Non-white births	10.7	10.7

With the situation as outlined above, it is not surprising to find that nearly 1/3 of the total illegitimates were born in the Second Judicial Division, along the Arctic Coast, nor that well over 55 per cent were accounted for in this together with the Fourth Judicial Division, which includes the Fairbanks and Bethel areas.

Table XII

Illegitimate Births by Judicial Divisions, 1950 and 1952

Division	Illegitimate Births			
	1950		1952	
	Number	Percent.	Number	Percent.
Total	167	100.0	231	100.0
I	29	17.4	35	15.2
II	54	32.3	71	30.7
III	46	27.5	63	27.3
IV	38	22.8	62	26.8

While the welfare workers sense illegitimacy and the situation of the unwed mother as one important social problem in Alaska, it was also pointed out that such cases seldom come to their attention directly. It was reported that white illegitimates are generally handled through the States and that non-whites usually do not seek help, and are thus not personally known to the workers, unless a question of dependency arises. Illegitimacy without a doubt ties in closely with the cultural patterns of the native population.

A further index of family instability is that of divorce. In the very brief time span for which these statistics were available, the divorce rate has shown a small increase, In 1953 there were 555 divorces and 11 annulments within the Territory. Geographically, there was considerable variation in ratio of divorce to marriages. In the Territory as a whole there were 30 divorces per 100 marriages. In the Second Judicial Division the ratio was only 8.6, while in the First it was 35.1. The extremely low ratio on theArctic Coast is a probable reflection of the fact that the native population does not tend to resort to the formality of divorce in cases of marital incompatibility. It is not entirely clear as to why the ratio of divorce is so high in southeastern Alaska, compared with the Third and Fourth Divisions, unless it is that families of the military, so dominant in those two divisions, tend to stick together during the relatively short time they are in the Territory, as contrasted to the civilian population of the southeast. The Bureau did not provide figures on the race of persons divorced, so that this can only be inferred from the geographical division of cases.

Table XIII

Marriages and Divorces, 1953, by
Judicial Divisions, Territory of Alaska

Division	Marriages	Divorces	Divorces per 100 Marriages
Total	1842	555	30.0
I	305	107	35.1
II	93	8	8.6
III	1029	301	29.2
IV	415	139	33.6

A most important consideration for us is that of the children who may be involved in homes broken by divorce. There were 414 children involved in divorces, as of 1953, or three children for every four divorces. Six out of ten couples who secured divorces had no children. Of those with children, nearly half had only one or two children, but some had families ranging up to eight.

Table XIV

Children in Families Broken by Divorce,
Territory of Alaska, 1953

Number of Children in Family	Number of Families	Total Number of Children Involved
Total	555	414
None	335	0
1	95	95
2	68	136
3	27	81
4	15	60
5	3	15
6	2	12
7	1	7
8	1	8
Unknown	8	-

The number of families broken by premature death of one or both parents is not known to the surveyor. However, the high incidence of death from TB, accidents, and suicides would lead us to believe that homes broken by death are not infrequent.

Alaska Native Service, Child Care:

ANS provided a detailed analysis of the 204 children which were under foster care as of July 1, 1954. Of this group there were 59 under 6 years of age; 106 in the elementary level, and 39 at the high school range--fourteen through eighteen years of age. Median age was 9½ years. The classification by individual years is found in Table XV.

Table XV

Children under Foster Care, Alaska Native Service,
as of July 1, 1954

Age Grouping	Number of Children
Total	205
Under one year	3
1 year	16
2	10
3	11
4	9
5	10
6	12
7	17
8	13
9	5
10	20
11	11
12	19
13	9
14	15
15	4
16	10
17	8
18	3

Of 204 children under foster care July 1st, the following facts are found:

Home Areas	Reason For Placement	Number of Years Under Care
Nome.....17	Parents	1943 - 2
Fairbanks...32	Hospitalized...90	1944 - 3
Anchorage...69	1/2 orphan.....12	1945 - 1
Dillingham.. 5	Full orphan.....42	1946 - 4
Kodiak.....17	Desertion..... 3	1947 - 7
Juneau.....22	Neglect.....39	1948 - 17
Bethel.....42	Child's health...10	1949 - 16
	Mental health.... 2	1950 - 24
	Unmarried.....	1951 - 24
	mothers (minors) 3	1952 - 11
	Unknown..... 3	1953 - 48
	(Reports not in from district offices)	1954 - 50

Of the 403 case files reviewed in July, we found the following reasons for granting relief:

Tuberculosis, pending hospitalization.....	98 families
Convalescent tuberculosis.....	29
Health and disability.....	90
Unemployed.....	53
Pending aid to the blind.....	4
Pending aid to dependent children.....	29
Supplementation of aid to dependent children.....	16
Insufficient earnings.....	32
Rehabilitation.(Maintenance grants).....	11
Feebleminded.....	6
Age.....	25

By geography, only 22 of these children were in southeastern Alaska. Sixty-nine had Anchorage as their home area, and Fairbanks had 32.

The hospitalization of parents was the single most significant cause, (90). Fifty-four were either full or half orphans. Forty-two were placed by reason either of desertion or neglect. Three were children of unmarried minor mothers.

The median number of years under care was somewhat over two years. Only five percent had been under foster care for more than seven years.

The significance of health as a factor in the Native situation is indicated by the fact that over 1/3 of the cases of relief relate to "pending hospitalization" or "convalescent" from TB, and nearly 25 per cent more are attributed to other health and disability causes.

Department of Public Welfare, Child Care:

The Department of Public Welfare reported that currently there were 791 children under the supervision of the Department. Of these there were 194 in institutions, and 251 in foster homes. By and large, most of these cases are handled at a home.

Table XVI

Children under the Supervision of
the Department of Public Welfare, October, 1954

Type of Care	Number	Percent.
Total	791	100.0
Own Home	206	26.0
Relative's Home	108	13.7
Foster Home	251	31.7
Institution	194	24.5
Elsewhere	28	3.5
Unknown	4	.5

As of July 1st there were 861 children in institutions within the Territory, which includes neither Mt. Edgecumbe, Sheldon Jackson, nor Wrangell Institute.

The Department has made no analysis of the age distribution of children under its supervision. Mrs. Garrett of the Department estimated that roughly 1/3 are under school age, 1/3 are 7-12 years of age, and 1/3 are 13-18.

In the Juneau district about 1/3 of the cases were new in the past year. Mrs. Garrett reported that there was a turnover or 20-25 percent in the other districts.

The latest printed report of the Department noted:

> "There are also those children whose actions make them unwelcome in society and who are in need of help in modifying or restraining their behavior. These children constitute approximately one-fifth of the children committed under the Juvenile Code, and it is difficult sometimes to see that such children may need help too. Sometimes this can be given only in an institutional setting. The goal for all children is to enable them to become adults responsible for their actions and equipped to meet the obligations and the privileges of society.[1]

Mrs. Garret pointed out that there were probably 40-50 children in the Terriotry who need special care, and who may be classified as "emotionally disturbed" between the ages of 10 and 14 years.

[1] Report of the Alaska Department of Public Welfare, April, 1951-December 31, 1952 pg. 16

Children under Welfare in Southeastern Alaska:

As of July, 1954, there were 328 children under 18 years of age in south eastern Alaska who were receiving child welfare services under the Department of Public Welfare. This represented practically all the children being aided in the area, since there were only 22 under the Alaska Native Service. Of the 328 there were 88 in foster homes, and 66 in institutions. Most of the remainder were in their own homes or in homes of relatives. While the general policy of the Welfare Department is that of preserving the family as a unit whenever possible, on the belief that "a child's own home ordinarily offers the best opportunity for normal growth and development",[1] institutions are utilized frequently for children from the more remote areas, where foster homes are not available, or where travel problems make use of foster homes practically prohibitive.

Children's Homes:

Children's homes in the Territory as of 1952 numbered 25, having a total enrollment of 876 and capacity of 1,139. We did not make a house-to-house census in connection with the current study, but may assume that both number of houses and enrollment are approximately the same. As of July 1954 the children in homes numbered 861, or slightly fewer than in 1952. Ten homes had not yet been licensed as of October, 1954. Of these one had fewer than seven children and thus was not considered an institution; one was thought closed; one had burned down and was presently being rebuilt.

Two of the homes visited by the author of this report--Lazy Mountain, and Juneau Children's Home--had rather new facilities.

Assuming a capacity equivalent to that of 1952, the children's homes of Alaska are at about 75 per cent capacity.

In Southeastern Alaska there are currently five homes, including Haines. Guiding Light Children's Home in Ketchikan had a 1952 enrollment of 15 and capacity of 26. Juneau Children's Home (Assembly of God) had a capacity of 40 and enrollment of 38; Minfield Home had an enrollment of 23 and capacity of 60; Pius X Mission at Skagway had an enrollment of 61 and a capacity of 72. At that time Haines House was listed as having a capacity of 40 and enrollment of 35. These homes in the southeast are operating at less than 70 % capacity, a somewhat lower rate than the average of the total homes in Alaska.

In the interval between 1948 and 1952 four children's homes of southeastern Alaska had been closed. These altogether had a 1948 enrollment of 39. The six children's homes started in the 1948-1952 period are in the interior.

Many of the children's homes are operated by faith missions, and independent groups, with a major interest being that of bringing up the children in a very narrow doctrinal and moral system.

Even among the homes operated by the old-line groups, there has been relatively little progress toward the use of modern social welfare methods in the handling of cases.

1 Report of the Alaska Department of Public Welfare, April 1, 1951-December 31, 1952, pg. 11

Aspects of Social Change:

Particularly in an area on which plays so many external factors as is the case in Alaska, it is extremely hazardous to attempt a forward look. At the same time it is extremely shortsighted to assume that what is will continue to be, and to make plans on that basis alone. Matters of industrialization, transportation, health, in-migration, and out-migration, economic well-being or depression, may have important implications for the future needs for institutional care of children.

We have already noted the impact of World War II and the Korean War on population, with the vastly increased importance of Alaska for our national defense. It appears certain, that unless some very radical change occurs in the field of international relations, that Alaska will continue to hold a very strategic position as far as the military is concerned. As to specifically what this will mean for the future, is not yet certain. Will Alaska settle back to a more "normal" existence as soon as the current construction programs are finished, or will either another international emergency or the planning of long range strategy mean further expansion of the military? The rumors of one day may be the actualities of the next--or they may be entirely without foundation. In any case, it is clearly evident that military expansion and its attendant problems has affected in the main the interior, rather than southeastern Alaska, and it may be expected that this pattern will continue, unless some entirely unforeseen factors enter the picture.

Another factor to be considered is that of industrialization, and this may be of various types. The Ketchikan Pulp Mill is one very tangible example of this most recent trend in southeastern Alaska, It is quite possible that several other pulp mills, bringing year-round employment, will move into southeastern Alaska within the next decade. Resources for pulp are to a considerable extent an unknown quantity, but are certainly large. This may mean that Wrangell, Sitka, Juneau, and other places may have future "booms", such as did Ketchikan during the past few years. It should be noted that the present impact of this type of industry on the native is relatively slight. The Mill demands full-time year-round employees. If a man quits his job to go fishing, he is not given a second chance in the mill. Present employment policy means that few natives are employed.

Changes in the fishing industry must also be considered. During recent years the opportunities in fishing have been poor. There is apparently no hope that the situation will be alleviated in the near future. Techological improvements mean that the native without sizeable resources is more and more at a disadvantage. At the same time the possibilities of making a big haul, and the inertia from the basic social pattern involving this way of life mean that the native is not prone to rapid change. The social ills which are concomitants of seasonal, and to some extent migratory, work must inevitably be a concern of the church.

Another phase of change may come with the development of large scale low cost hydro-electric power. One major development, which is still in the conjecture stage might touch southeastern Alaska. This would be a joint U.S.-Canadian project, feeding down from the mountains either through Skagway (which was originally considered) or through the Taku just south of Juneau. Some people feel that the

latter is the more probable, but so far as could be determined in October 1954, no definite conclusion on the matter had been reached.

A similar conclusion must be reached concerning oil, search for which is being made at several points in the interior, and the mining of other mineral deposits, such as the iron ore which is reported to be in the Klukwan vicinity. Not only are the extent of such resources in any degree of definiteness unknown, but it appears quite unlikely that they will be developed to any extent until it becomes economically profitable to do so.

High costs of transportation and labor, and the attitude of Alaskans themselves, who are frequently more anxious to "make a killing" than to plan for the long range future economic well being of the Territory, greatly hinders further development. It may be suspected that large scale industrial developments in Alaska and exploitation of Alaska's mineral resources must wait upon the depletion of more easily accessible resources, the demands of another large scale national emergency, or the development of much more extensive local needs, which will in themselves spark further local expansion.

It is quite probable that further and much more radical industrial expansion will occur, but at the present moment only the most daring will venture a guess as to "when" and "how fast".

Certainly in any appraisal of the future must also be considered the role of government, particularly as it impinges upon the whole field of public welfare, in the broad. In many respects Alaska has been isolated from the main currents of development in the States, and to a degree still maintains a considerable amount of primitivity. As has been indicated above, the Health Department, as such, is relatively young, and operates without benefit of the organized county and city departments as are found in the States. Health problems are being worked upon, however. This means not only that any organization working in a related field should take advantage of the resources available, but also that definite measures are being take to alleviate many problem situations, which in the past have contributed very significantly to the need for children's homes. One need only glance through the Session records of the Memorial Presbyterian Church of Juneau to discover how important has been disease in the breaking of homes. It is not in the realm of idle conjecture to expect that the needs for children's homes, to the extent that they are created by health problems, will decline in the years ahead.

In the short range, however, the increased hospitalization of TB patients means an increased need for institutional care of children. Also, if the policy of reserving Wrangell Institute as an educational institution, as contrasted with its currently important custodial care function, is put into effect, there is almost sure to be some increased need for custodial care of children from this source in the immediate future.

A further point at which government still maintains an element of primitivity is in the handling of juvenile delinquents. Presently, there are no juvenile courts or judges, parole officers, or detention homes. The juvenile is ordinarily brought before the U.S. Commissioner, who may be of uncertain background and experience to deal with such problems,

and the only alternatives for the juvenile are jail, the custody of the Department of Welfare under the Juvenile Code, or release. At this point the Department of Welfare appears to have taken on something of a corrective function, and feels the need of help. Basically, however, it is undoubtedly a function of the Territory to provide a more adequate means of dealing with deviant behavior among youth. The Church, in turn, must decide whether it wishes to exert itself in the development of a more adequate system of dealing with problem cases, as they arise, or whether it will exert its main energy in a creative attempt to strengthen and improve the quality of family and community life. Again, it may be suspected that in the years ahead a more adequate judicial system will be developed in the Territory, The popular movement in Anchorage to seek out a solution to the question of a detention home is an indication that the status quo is not likely to be maintained indefinitely.

We might draw a similar picture of the handling of mental defectives and the insane. Currently they must be tried before a civilian jury, and sent outside the Territory for institutionalization.

A final aspect of change, to which the attention of the reader is called, and one which is closely related to the work of the Presbyterian Church, is that of changes in the culture of the native population. The contact of the writer of this report has been more intimate with the Thlinget's of southeastern Alaska than with the Eskimos of Fairbanks and the Artic Coast. Three trends are evident: (1) the impact of Western Civilization; (2) the disintegration of native culture and (3) resistance to change, and the revival of the old.

As one informant put it, "Western civilization has reached the native by way of the airplane". Tho there have been some contacts with the white man for many decades, the real impact of our civilization came only with theplane which reduces distances and removes isolation. When these contacts are established, and when it takes but hours, and sometimes only minutes, to go from the isolated village to an urban center, the old village life no longer satisfies, but the native is not equipped by education or training to take his place in the white world. Frequently his, or her, most important contact is with the most seamy side of our civilization. Thus it is that Mrs. Rasmussen, worker with the Eskimos of Fairbanks, is most concerned with the welfare of Eskimo girls who come into that area. It also means that where we have village churches one function should be that of preparing natives for life in white civilization.

In the southeast the contacts between natives and whites have been much more longstanding, and have run much deeper. But even here there is the feeling that the Indian has accepted the externals of our civilization, but has changed little in his inmost self. With the disintegration of the old, to some extent, the native has taken on the designation "Christian" but also takes many of the undesirable aspects of life. Under continued pressure from the dominant culture, there is a tendency to revert to the customs of the ancestors. This was clearly evident in the Sitka ceremonials this summer. It is also suspected that Christianity has penetrated little in places such as Klukwan, despite years of work. It should be remembered that the defenses of the inferior class is frequently found in deceit, withdrawl into

psychological isolation, and revival of ancient culture or beliefs. This apparently is happening in Alaska. In many places the concomitant breaking down of the economic base, fishing, places the native in a very precarious position. Presently the Alaska Native Brotherhood is attempting to cope with the problem of the native on a secular basis. At least two of the Presbyterian ministers are active in that organization.

It is not yet clear as to the final outcome of these related cultural and economic changes. There is a transition of which the Presbyterian Church must take account if it is to carry out its task of evangelization. The further impact of white civilization is assured, with its pull toward the bigger urban centers. However, it is quite likely that something of a pluralistic culture will persist in Alaska for many decades. The task of Christianization which was thought almost accomplished at the turn of the century is still far from finished.

In the meantime, workers in the field of child care as well as the ministers of the village church must come to recognize the difference between deviant behavior and the conflict of cultural patterns, and in an integrated approach, must seek to improve the level of both individual and community living.

Child Care Needs, as Described by Workers in the Territory:

An important phase of the study was that of interview, both individually and in groups, of key persons who are acquainted with child care needs in the Territory. In this regard a most important conference was held with Mr. Harmon, Miss Morris, and Mrs. Garrett of the Department of Public Welfare, Isabel Miller, and a representative of the Department of Health. In addition, there were individual interviews with representatives of the Department of Health, Alaska Native Service, Department of Education, Police Departments, observation of a community forum regarding the proposed detention home in Anchorage (sponsored by the Quota Club of Anchorage), and observation of several children's homes, and conversations with their directors or staff -- including Lazy Mountain, Father Dunfey's Home, Juneau Children's Home, and Fairbanks Children's Home. Furthermore, the surveyor had the opportunity to discuss the situation with a considerable number of ministers and other staff members representing the Presbyterian Church in the U.S.A. The mental health team procedures were observed, and the team was interviewed.

The following represents a summary of major points which were made in these interviews. This section must be considered as strictly representing the views of persons interviewed, and not necessarily of the author of this report.

(1) Several key social workers pointed out that traditional custodial care facilities for the normal child are very adequate. The major needs are for specialized types of services.

(2) In southeastern Alaska, the need for one children's home operated by an old-line denomination was emphasized. Other than Haines House, the homes are Catholic or independent.

(3) Care for the emotionally disturbed child is considered to be a very pressing need. To meet this need there is a demand for specialized staff, and a considerable expenditure. Miss Morris pointed out that a cost of $250 to $500 per month per child is not out of line for the type of specialized care needed.

Mrs. Garrett and Miss Morris, in discussion pointed out that there are perhaps 40 to 50 who need this type of care right now, in the 10-14 year age range, and that the need will continue for some years in the future.

It was pointed out that preferably such children should go to school with others in a normal public school situation. Some question was raised concerning the adequacy of the Haines School to absorb many of this group.

(4) It was pointed out that there are no school facilities for the mentally retarded. Over 1/4 of Morningside inmates are mentally deficient (350 capacity), and nearly 1/2 are natives. According to present procedures the mentally deficient must be declared insane by the court before he can be handled at Morningside. Some provision within the Territory for the mentally retarded child should be made.

(5) The need for vocational training for girls was discussed, so that the native would have more possibilities than "hash slinging in Juneau", but it was decided that realistically there was little that could be done quickly since this is something which must be taken back to the community.

Employment officials noted the open field for trained secretarial and clerical workers, the success of the nursing course at Mt. Edgecombe, and the possibilities for summer courses at Sheldon Jackson.

(6) The need for some type of shelter and case work service for the unwed mother was suggested a number of times. Welfare workers concluded that the actual number of such cases involves a great deal of supposition, but that they run into the problem constantly. Arrangements for whites are ordinarily made by doctors, without outside assistance.

(7) The need for convalescent care was also emphasized by several. It was pointed out by Miss Erickson of ANS that the Orthopedic Hospital at Mt. Edgcumbe could handle many more patients if some provision could be made for patients who no longer need more than occasional check-ups, adjustment of braces, and supervision. She pointed out that facilities and nursing services are available on the Island, if someone would take over the operation of such a home. Ten are presently in private homes, but 20-30 could be cared for if facilities were available. She pointed out a similar need for convalescent care of adults.

Miss Morris pointed out that an institution could perform a real service by handling convalescent T.B. patients who no longer needed hospital care, this to be done on a family basis. Such

parents could be quartered at the home with their children during this transition period. It was pointed out that Haines House has sufficient space that "family life within an institution" could be achieved in the carrying out of this service.

It was emphasized that this should not be a long-term proposition, as we may expect T.B. to be definitely on the downgrade in ten years. Also, the T.B. problem is not nearly as critical in southeastern Alaska as in the interior.

Furthermore, for convalescent care Haines is unacceptable because of lack of local medical care.

(8) A very important point coming out of the Public Welfare and other conferences was that of the need for a demonstration community project, utilizing a settlement house idea in a needy village. Yakutat, with a population of about 240 natives and about 140 other including CAA, and a logging camp of 35-40 during the summer, was mentioned by both Miss Morris and Miss Poor as representing one of the most urgent possibilities for such a project. Such a village has needs for development of leadership, for community organization, and for group work. There is a total lack of planning for children. It was learned that the number of cases on public welfare and of T.B. are extremely high in Yakutat. Not only should the person to head up such an experiment have skills and experience along the above lines, but should know the Thlinget culture, and should not have a family with children, since the natural fear of their contracting T.B. would present an inevitable barrier between himself and the community.

Armstrong mentioned Angoon, Klawak, and Craig as also needing something of the same thing. Miss Morris emphasized the importance of relating the approach to the village to Walter Sobeleff's Institute in Thlinget Culture.

(9) Another type of demonstration service which would meet a definite need is that of a housekeeping service, so that children could be kept at home when the mother has to go to the hospital. A special course to train such persons might be developed at Haines or Sitka. Sheldon Jackson might have a ten week course, using part of their faculty and others, and carefully screening applicants as for the practical nursing course. This might include home economics, child care philosophy, first aid, native customs, etc. Since day nursery charges are about $2.50 per day, it is customary to get a person to come in for about $1 per day, or to leave the children with friends. Presbyterians might set up the course, and work in close cooperation with Public Welfare which would work out the details of the program on the field.

(10) The need for a receiving home in each of the major centers for both children and youth was a concern of many people in the field. This type of home is not considered to be an institution, and is utilized only for temporary care of cases until some more adequate disposition can be made. Public welfare is ready to

provide financing of beds for "stand-by" use, and a larger payment when actually used, if such can be provided. A receiving home is in operation in Anchorage. Methodists are considering the provision of one in Ketchikan. Receiving homes are much needed in Juneau and Fairbanks.

Such facilities may be used for adolescent girls for whom no decent detention facilities are available; for untended babies until they can be placed in homes (there have been 5-6 such cases in Juneau recently); for pre-school children who need care until cases can be fully investigated and disposition made, for any child welfare case on an emergency and temporary basis.

(11) The need for boarding homes for transients or for semi-permanent use was emphasized, particularly in the Fairbanks area. The worker among the Eskimos is particularly concerned for girls who come in from the native villages, and who are taken advantage of in the strange situation. While these cases may be small in number, they may also be of great importance.

A further need is that of boarding homes during the school year for children, particularly at the high school level, who do not have access to high school in the vicinity of their homes. The Department of Education is considering the possibility of aiding children financially who live in areas where it would be uneconomical to provide a local high school. We were told that in Fairbanks there are about twenty students who now board in private homes.

It should be remembered that presently Anchorage has the only YMCA building of adequacy in the Territory. The Fairbanks Y is the former Presbyterian manse, very inadequate. The possibilities of organizing a Y have been discussed in Juneau, but insufficient local financing appeared to be available.

The needs considered in this section could probably best be met by relatively small homes and with very modest outlay of funds, rather than by a large institution.

(12) The need for a detention home in the Anchorage area has been of very serious current consideration, with an open meeting with all key personnel as speakers on the night of my arrival in the city. There is considerable difference of opinion, locally, as to the need for a detention home. Rightly, many look upon the lack of facilities for handling juveniles, except in the regular jail system, as a great weakness. On the other hand, the Public Welfare people tend to look upon the suggestion as that of a juvenile jail. At the time of the visit a building had been found which would be suitable, but the $50,000 to $60,000 which would be needed annually to finance its operation was not in sight. There was general feeling that this was a Territorial rather than a city responsibility. Private operation, if available, would be accepted.

(13) Some felt that the answer to many of the problems of adolescents lay in the teen-age club, operated on a community basis. Such a club was currently in operation in Juneau, with very widely differing

evaluations of its success. Obviously, its facilities and equipment were extremely poor, as also its location. Attempts of a similar nature had failed at Sitka and Anchorage, at the latter point ending in a community scandal. Several persons interviewed pointed out the rather sharp distinction between the needs and interests of the high school child, as contrasted with the child of the same age not in school. Of particular concern appeared to be a relatively small number of children who did not "belong" anywhere, and appeared as irresponsible troublemakers.

PART IV

HAINES HOUSE AND THE CITY OF HAINES

No detailed description of Haines House will be attempted, since those persons intimately involved in attempting to define its future already have a familiarity with it. Suffice it to say that the property at Haines comprises about 200 acres, including some land suitable for farming. On one side it borders on the main street of the village of Haines, and on another is bounded by the Lynn Canal. The Haines cut-off of the Alaska highway, constructed during World War II, bisects the property.

The Home itself consists of two frame buildings erected in the first decade of the twentieth century. They are apparently sound, structurally, and in the recent past were reviewed by Mr. Mowry of the Board. While they are three story buildings, safety measures prevent use of the third stories for sleeping quarters. Thus present capacity is approximately forty children.

Additional buildings include: farmer's cottage, barn, shop, and a recently erected home for the director. Thus the total property investment at Haines is very substantial.

Children now at Haines House:

At the time of the visit there were 24 children enrolled at Haines House. Considerable time was spent by the author of this report, Miss Isabel Miller, and staff of the House in making a preliminary, and very cursory, examination of the records of the children. It was clearly evident that neither uniform nor detailed case records had been kept for some time.

Present enrollment consists of fifteen boys and nine girls, representing twelve different families. By place of original residence, eighteeen were from southeastern Alaska. Among this group seven came from Juneau, seven from Ketchikan, and four from other points in this area. Two of the others originated in the Anchorage area but came more immediately from the home of relatives in Southeastern Alaska. Of the other four, three came from Ugashik in the Bristol Bay area, and one from Anchorage.

The median age of the children is 11-1/2 years. By years, computation being made as of December, 1954 the distribution is as found on Table XVII.

Table XVII

Age of Children Resident at
Haines House in October 1954

Age	Number
Total	24
6	3
7	3
8	1
9	1
10	3
11	3
12	2
13	4
14	3
15	1

By race, all except one were part or all of native ancestry. By religion, fifteen are classified as Presbyterian, three as Catholic, one Protestant, and five "unknown".

The median length of residence is just over two years. However, six had lived at the Home for five to seven years. In two of these cases the term of residence had not been continuous.

As to the reason for admission, there was not always clarity in the records, and sometimes a combination of circumstances seemed evident. Two are full orphans; nine are half orphans; six come from homes broken by illness, apparently rather permanently; six come for schooling; one was sent because of a behavior problem, and probably a broken home. There is reference to behavior problems in the case of at least two other residents. More detailed case records might reveal additional complications in some instances.

As of the survey of 1952 the enrollment was 35, indicating a decline in recent years. It is quite probable that both external and internal factors have been involved in this decline. It is quite clear that the children's home space available in southeastern Alaska, and in fact in Alaska as a whole, is greater than the needs for simple custodial care. Furthermore, internal conditions probably have been a factor in the hesitancy of Public Welfare workers to make referrals to Haines at least in the last year or two.

Whatever the cause, a current problem of Haines is certainly not that of being overcrowded.

Staff:

At the time of the visit there was no permanent director, Dr. Armstrong was acting as interim director, and appeared to be generating a very positive atmosphere among the staff.

Staff (cont'd.):

Regular supervisors numbered three. One cared for the younger children -- both boys and girls. One cared for the older girls, and one for the older boys. A fourth supervisor, working in a relief role, came on the staff during the course of the visit. Other staff included a cook and a nightwatchman, who were an elderly couple also very new to Haines, a farmer, maintenance worker, and laundress.

It should be pointed out that this basic staff could care for 40 children, cutting down the overhead per child below the current level.

Also, neither on the staff nor directly available to the staff was a person who had social work background or skills such that problems could be diagnosed, the needs of the children could be determined in a scientific sense, and courses of action developed which would be constructively aimed at the social and emotional development of the child and his early return to a more normal home and community. Care was being provided with evident loving concern, by people who were sincerely endeavoring to maintain a Christian atmosphere. There is no question but what such is at least equally as essential as social work background and skills.

The Development of Haines, Alaska

Prior to the setting down of definite conclusions concerning Haines House, we must take a more intensive look at the city of Haines, and its probable future.

From several points of view, the Board of National Missions has a large stake in appraising the present and future potential of Haines. Not only is there a very sizeable capital investment, including Haines House and extensive acreage, but also there is the question of whether investment in Haines House should be expanded even if it is concluded that there is a need for an expanded Children's Home service in the Territory, and also the question of what might best be done with property, which is not now, nor will be in the forseeable future, needed for any expansion of Haines House.

It is fortunate that there is available a very comprehensive study of the Haines area, "An Economic Study, Haines, Alaska", a hundred page report published by the Alaska Development Board in October, 1953. Much of the following summary is dependent upon that source.

(1) Haines has always been small, and was erratic in its development. First established as a trading post in 1878, it was named "Haines" after Mrs. F. E. Haines who gave substantial support to the Presbyterian Mission, which was established in 1881. After rather slow development Haines received a boost from the Gold Rush, first as a point on one of the routes to the Klondike, and more definitely as gold was discovered only 36 miles away, in the fall of 1898. This source of growth was relatively short lived, but was augmented by the selection of Haines as the site for Fort William H. Seward in 1904. With facilities for about 400 men this was the

largest army installation in Alaska. Haines thus took on the main function of service center to the army post. At about that time Haines reached its population peak, with 445 inhabitants listed as of 1910. Then mining operations declined, salmon canneries and lumbering were a very minor item, and the population fluctuated in the 300's, numbering 357 in 1939. Between 1939 and 1950 saw the boom incident upon the military activity of World War II and the building of the Haines cut-off of the Alaska Highway for military purposes; it also saw the abandoning of the army post in 1946. The latest census figure of 338 indicated a decline since 1939. In Haines District, including Klukwan and Port Chilkoot Village as well as the rural population, there were 645 people in 1950, compared with 791 in 1939. Klukwan, the largest of the old Indian villages in the vicinity, and 22 miles from Haines, with its 91 inhabitants in 1950 was little more than half as large as it had been thirty years previously.

(2) In November, 1954, Haines appeared to be nearing the end of another small "boom". The government docks, located at Lutak Inlet, about four miles northeast of Haines, and the oil pipeline with its pumping station and tank farm, were nearly completed. Current operation of the facility, after construction is completed, was estimated to bring to Haines about fifteen families and an equal number of single workers.

(3) Potentially, it is quite possible that the strategic importance of Haines as a gateway to the interior, as indicated by the highway, dock, and pipeline construction, may involve greatly expanded activity at some future date. This type of expansion cannot be projected with any degree of certainty as it depends both upon aspects of the international situation, and upon decisions of the military.

(4) As far as a transportation center is concerned, Haines still has to contend with the closing of the highway during the winter months, and with the competition from Valdez and Seward. There are no current indications that its transportation potential will be developed in the near future. In fact, motor freight to the interior has been discontinued in favor of Valdez.

(5) Since World War II efforts have been made to develop the tourist trade. In fact, a group of veterans took over the military installation for this purpose. Haines has thus far failed to attract any sizeable proportion of the tourist trade. In fact, the owners of the military properties appear anxious to dispose of several of the larger barracks buildings, apparently in basically sound condition, for the mortgage obligation.

(6) Studies of the possibility for larger scale agriculture or fishing are largely negative. A relatively small amount of potential agricultural land exists within the larger area.

(7) Nothing definite had yet been released concerning the proposed large scale hydro-electric project and aluminum smelting in the Skagway vicinity. If such a project were actualized, it is quite conceivable that there would be important changes in Haines, particularly if power were transmitted to the more immediate Haines area, for smelting or other industry there. At the time of the visit it appeared that the carrying through of this type of project would probably be quite a number of years in the future. Furthermore, there appeared the possibility that the finally approved location might be either in Canada or in the Juneau vicinity, rather than at Skagway.

(8) There has been sufficient exploration to determine that considerable iron ore deposits exist in the Klukwan vicinity. However, nothing tangible is apparent concerning plans for exploitation of these resources. It is probable that the development of cheap hydro-electric power in the vicinity would mean a much more tangible possibility of utilizing the ore. The economic feasibility of carrying through such a project in the near future may be questioned.

(9) The securing of certain community facilities appear to depend upon an increase in population. Studies showed that the present population is inadequate to support a local bank. Tho the health center facilities have been improved in recent years, the city appears to have no immediate possibilities of securing a local doctor or dentist.

(10) In summary of the above, it appeared at the time of the visit that Haines would do well to maintain itself at its present level, and to show small growth. On the other hand, there are potentialities both in terms of military strategy, transportation, and of industrial development which may well lead to substantial growth in years ahead. Neither the size nor the timing of such changes can presently be foreseen with any degree of exactitude.

PART V

Interpretation, Conclusions and Recommendations

The Haines Property:

In this section we will present briefly the "city planning" factors involved in decisions as to future use of Haines property. At least three factors should be considered in regard to the Haines property, and its future disposition: (1) the needs of the Presbyterian program at Haines, (2) the needs of the city of Haines, for future expansion; and (3) the securing of a maximum financial consideration for any land which is released. Priority of consideration should be in the above order.

It must be pointed out that property consideration was not a direct purpose of the visit. However, such considerations can scarcely be avoided because of the proximity of the property to Haines and to Port Chilkoot. On a small scale, answers to items (2) and (3) involve matters of city planning.

In regard to the Presbyterian program at Haines, presumably the most permanent element will be that of the church program. Since the Presbyterian Church is the sole representative of old-line Protestantism in Haines, and in fact the only actively operating church, it is almost inconceivable but that plans be made for remaining in Haines as long as there are people in Haines to be served. Thus, a number one consideration as far as property is concerned is that the church have an adequate site for its probable future needs. The present site is satisfactory, but its long range desirability depends to some extent on what happens to the remainder of the Mission property.

Secondly, the needs of Haines House must be considered. These will depend to considerable extent upon the program as it is developed from this point forward. If Haines House is to continue, it should certainly not be cramped for space, but it is inconceivable that all the property will be needed for the House, particularly if no large scale farming is to be done. A minimum of property to be kept would include that sufficient for: (1) landscaping of the immediate surroundings of the present buildings; (2) play and park area for outdoor programs; (3) needs for any possible expansion up to the size of maximum efficiency of operation, in case it is later deemed wise to expand; (4) land for whatever farming is to be continued, this latter with particular attention to soil-type and adaptability for farming. Without much more detailed consideration of program, and in any case not until an experimental stage and further stabilization, will it be possible to determine with exactitude the needs for the House. If the House remains in Haines, however, the land needs are likely to be considerable.

This is about as far as we can proceed in regard to the needs of the Presbyterian program. Next should be considered (2) and (3), which are to some extent related. In regard to question of city planning such as

involved here, there must be consideration of current land use, future needs for the variety of uses, such as residential, commercial, industrial, and for facilities such as parks, civic center, streets, etc., and the adaptability of available land for the variety of uses for which there is need, both in topography, drainage, and relationship to already existing facilities and land use. In the case of Haines, its being a city as small as it is, current problems of "planning" are relatively minor.

First of all, in regard to the history of the several uses to which Board property has been put, the total picture adds up to a rather motley affair. Again, let us emphasize that no thorogoing complete review was made. For one thing, under the demands of national defense, the Haines cutoff of the Alaska highway bisects the property on a diagonal. Toward the west, property also was taken for government warehouses, and a smaller portion for the ACS station. South of the highway, far to the west, is the city dump. Also along Main Street on the northern edge of the property are several renters, giving that part of the property a very bedraggled appearance. Moving eastward, right of way for a street has been granted to connect one of the town streets with the Haines cutoff. On one corner is the public school, which is in need of expanding, and a hardware store, for which property was sold. On the extreme eastern end, beginning at the north, some of the dock area has been released for a yacht harbor, which has never been built; there is an old native cemetery, and at the extreme southeast is an oil supply tank for one of the two local oil dealers. Some of the land is swampy; there is one small hill; a portion has been utilized for cropping and pasture. The complete picture of present and potential land use could be assembled easily from topographical and plat maps now available, supplemented by observations.

Next in consideration must be the needs of Haines for the variety of land uses, both in terms of amount and location.

First of all, very obviously the population history of Haines, and any short-range concrete projection, would not support a position that large amounts of land are needed for any immediate purpose. The need for at least one street tying into the Haines cutoff, and for the sewerage system cutting across Board property were apparently almost entirely dictated by topography and the further development of a pattern, given the Haines cutoff. We may consider the situation further in terms of the four major types -- residential, commercial, industrial, and civic.

It would be simple to secure figures on number of homes built in Haines annually over the years since the end of the war. Observation did not indicate that the number was large; from the most optimistic view one could not derive a demand for very many homes. Also, it should be pointed out that the major residential growth which has occurred has been on the northern fringe, toward the mountain. While the ultimate extent of possible growth in that direction is limited, the slightly higher elevation apparently is a factor in increased residential desirability, as compared with much of the Board property, and with the present rate of growth, there is apparently no immediate land shortage for residential purposes. If some major large scale boom came to Haines, this picture might be changed quickly.

A slightly different picture obtains in regard to needs for commercial use, primarily for stores and other such business uses. In terms of overall demand, the current need for business properties is extremely small. There are obvious limits to the number of business establishments which can be supported by a few hundred people. Again, nothing in the immediate future is likely to change this picture radically, but again, if the Haines District were to grow substantially through some cause not now operative, it is conceivable that Haines might need additional commercial property even tho the actual population growth did not occur in Haines itself. In that eventuality, if Haines were ready to move forward commercially, it is possible that it could secure an advantage from its present start as a service center. Since Haines has developed with its main street and shopping center immediately contiguous to the Board property, a normal first-step in commercial expansion might be the filling in of the opposite side of the street, as has already been started with the building of the Hardware store. Sound planning would also dictate provision for off-street parking, particularly if Haines were to grow substantially at some later date. It is improbable that more space should be reserved for commercial use than the south side of Main Street, possibly part of the extension to the Haines cutoff. Controls should be such that development is orderly, so that commercial properties should not be unduly spread out in the eventuality that all property reserved for commercial use is not so utilized. If or when the Haines cutoff becomes a major traffic way, it is conceivable that certain commercial uses might be best located along its borders.

The next matter is that of industrial properties, which would include warehouses, factories, docks, large garages and the like. In general, the topography of much of the Board property is such that it appears much more suitable for industrial than for other uses. The actual possibilities of such use relate to future industrial development which is not now even tangibly projected, and on the desirability of the older Haines harbor for shipping. At the time of the visit the owners of the Port Chilkoot dock were engaged in patching it up for continued use, and expected that a new one would be built in the near future. It was not entirely clear as to whether the decision of the government to build its new dock and oil terminus at Lutak Inlet means that the older pattern will be radically revised, or whether both these docks and even some other sites might eventually be developed, if there is expanding need. The lack of adequate protection at the old Haines Harbor is a matter of common knowledge. In any case, if substantial industrial development of the area occurs, and if the Port Chilkoot or older Haines dock area were to have substantial use, the Board's property would have major relevance for industrial use. It should also be pointed out that, in case such a trend occurs, it would be desirable to reserve the present holdings in as large tracts as possible. Furthermore, maximum industrial usage might mean that eventually the present site of Haines House would be undesirable as a Children's Home. The reader should be warned that this is a long range contingency for which there is no immediate probability of its happening.

The fourth and last type of land-use, Haines' need for which we are considering, is that of civic. This is the point at which the needs of Haines and the needs of Haines House, particularly for protection against undesirable land-uses, may most nearly coincide. Again Haines, in terms

of its past history, does not reflect the need for any great amount of land for purely civic purposes. The need for expansion of the school has already been noted, and the direction of this need is quite evident. As far as civic buildings, park, library, etc. are concerned, it currently appears unlikely that any sizeable amount of land will be needed unless Haines has very significant overall growth, or unless substantial resources are made available from some outside source. Presently, Haines cannot by itself support a library, and might not keep up a park, even if one were donated to it. Unless local government becomes much more complex than at present there will be little need of extensive civic office buildings.

Such is the picture, in broad outline, of "city planning" in Haines, insofar as it can be drawn at present. Now we may ask as to what this means in specifics. First of all, it means that whatever plan is drawn must have considerable flexibility in view of the wide range of contingencies, from not much above the present level to dimensions which cannot presently be surmised. Thus, except in the realm of conjecture or speculation, planning in Haines cannot be done in the form of a blueprint, but only in the laying out of a general pattern, which will be filled in or modified as the developing situation demands. This general pattern can be developed with relative ease.

A further problem in the development of the plan is that the Board has much of the property which would be involved in any such plan, yet local participation in planning is needed. Few city plans become effective except after fairly wide discussion and acceptance. In a place such as Haines, small, with personalities being very significant, with an easy confusion of self-interest and the general good, and with the danger of pauperization by an outside agency, or of directing animosities towards an agency which is non-resident and to some extent impersonal, there is an important problem of human relations, apart from the technical side of planning. Possibly a citizen's planning committee could be formed, on which persons from the church and House might hold membership, by virtue of their living in Haines, the function of which would be that of informally drawing up plans for Haines expansion. Then the plans as developed could be taken into consideration in the disposition of land. At every step it must be clear that the function of such a committee is advisory only, and that land speculation must be kept at a minimum. Some such procedure, if successfully carried out, would avoid the possibility of the charge that decisions were made without due local consultation.

Summary of Findings with implications for Haines House:

The final task is that of summarizing the situation in terms of its implications most specifically for Haines House. In this summary we shall attempt an answer to those questions put to the surveyor in the memorandum of September 30, 1954, together with other questions which have been raised in interview.

(1) It must first of all be clear to the reader, and substantiated from a variety of sources, that Alaska is badly "over-Housed" in terms of the extent of facilities for the usual custodial care of children in institutions. Three major sources of information lead to this conclusion: (a) Presently operating children's homes have no back-log of applicants. In fact, many are struggling to maintain a reasonable enrollment in relation to facilities available. (b) The public welfare and ANS personnel do not feel any extensive unmet needs in simple custodial care. In fact, the author received several blunt statements that there is no continuing place for Haines House, as it is currently operating. The one Social Welfare statement of a positive nature pointed out the continuing need for an old-line Protestant House in Southeastern Alaska. (c) The ministers interviewed expressed no strong urgency as to the needs for Haines House. It is accepted as a part of the Presbyterian program, and utilized on occasion by some church constituents from several places at which interviews were made, in obvious cases of need. In no case was there an expressed feeling that there were many other children or youth who should be at the House who were not there. In all fairness, it should also be noted that quite a number of the ministers interviewed were new, and thus probably not themselves entirely familiar with the situation in their own communities.

It should not be assumed from the above statement that all children are adequately cared for in Alaska. In fact, it appeared to the surveyor that the proportion of dependent children in Alaska is probably larger than in the U.S. If welfare cases are weeded out of Wrangell Institute, it is possible that there will be some increase in the need for institutional care in the Territory.

(2) The possibilities of foster home care appears to vary from place to place, and for various age groups. In general, the policy of public welfare is to place children in foster homes, or to supervise in their own homes or in homes of relatives, if at all possible. In some cases, as mentioned in Petersburg, no foster home is available. It was also found that for outlying sections of the Anchorage district foster homes are used extensively. Pre-school children are not ordinarily recommended to institutions.

(3) Haines House is now serving southeastern Alaska exclusively, with the exception of the children from Bristol Bay area who come for schooling. Because of location Haines House must continue to serve Southeastern Alaska primarily, if the principle of providing services as near as possible to former place of residence is followed. There are numerous houses much better located to serve the Interior. It should expect to serve the Interior only incidentally, if at all, and then only if some specialized service is developed.

(4) The need for custodial care in institutions is apparently not as urgent in Southeastern Alaska as in the Interior, because of the lower incidence of T.B., and the less difficult housing situation. In Southeastern Alaska, the main justification for Haines House depends upon specialized services, and the maintenance of a Protestant institution under old-line denominational auspices.

(5) As a location for a children's home it must be recognized that Haines has definite limitations: (a) the extra $16 one-way plane fare necessary to reach Haines. All flights come through Juneau, from which the fare to Haines is an extra. (b) the lack of an adequate high school, which would make practically impossible the handling of many children of high school age. (c) the poverty of medical and dental care, which frequently means added expense for transportation in emergency situations. As over against these limitations must be placed the fact of a heavy investment at Haines, and whatever advantages there are in being in a rural setting, as contrasted to the urban services available at a place such as Juneau.

(6) Given the Haines location, the Home is limited to the approximate age groups now covered but with the possibilities for more adequate casework, so that it can work in closer cooperation with Public Welfare, make more adequate disposition of enrollees by virtue of more adequate understanding of home situations and personal needs and maintenance of continuing contact with the homes. Presently several of the children enrolled must be classified as "emotionally disturbed". It is probable that the House should take a proportion of such cases, and be better equipped to meet the needs of such children.

(7) As to the present social and spiritual areas of service of Haines House, the House, at the time of the visit, was in such a period of flux and transition that it would be difficult to say that the situation of that moment was the same as of the recent past, or as it would be in the immediate future when a permanent director comes to the field. In general, the House was attempting to provide a Christian atmosphere, as homelike as possible, for children who needed institutional care. However, at least partially because of the transition in leadership there appeared to be no definite policy for each child, with careful diagnosis of the reasons for institutional care, and plans for returning the child to a more normal atmosphere as soon as that line of action appeared to be the best for him.

The general atmosphere of the House, under the interim leadership of Dr. Armstrong, appeared to be very satisfactory. Daily devotions and staff meeting provided opportunity for discussion of problems. The children participated in the local school and church. Weekday religious education classes, conducted for the House enrollees, needed improvement.

It is quite difficult to appraise the personal needs of the staff of the House, but it is obvious that, in close daily contact, and with a poverty of normal social contacts in the community, the ability to get along with one's fellows, frequently in circumstances

which are not ideal, is extremely important. It may be suspected that poverty of social contacts may make the position of the single, detached staff member practically untenable, in some cases, over any considerable period of time.

When one looks to the future, not only should some staff be selected for professional competence, and for their experience along lines which will contribute to their understanding of their task at the House, but for their ability to help create an atmosphere of love and concern such that the children will have a maximum sense of security and of belonging. The House should meticulously follow a policy of continually holding the situation of each child under review, releasing him at the time when that course of action appears to be most desirable from the point of view of his welfare. The Home may make a reputation in the quality of its atmosphere, and in the handling of cases to the best interests of the child. There is the definite possibility that the Home could serve a function of training supervisors of other Homes in Alaska, on an intern basis, and thus help to raise the whole level of such institutions in the Territory.

There was no indication that charges for service were worked out on a realistic basis, in relation to costs, or that the resources of the families were carefully investigated, prior to the conclusion of financial arrangements. There also seemed to be considerable vagueness about arrangements with public welfare, which would be a source of revenue if the family or relatives could not care for the normal charges, and provided the case were cleared through the Department of Public Welfare prior to acceptance by the House.

(8) As far as number of staff are concerned, the present staffing very well meets the standards for such Homes. If the number of enrollees increases greatly, then the number of supervisors must be increased accordingly. Some classifications of staff, such as cook, maintenance man, farmer, watchman, etc. would not have to be increased in number, even with a considerably enlarged enrollment. As staff is replaced, the possibility of securing couples, or family groups, insofar as possible, rather than single persons, should be seriously considered. With the coming of a new director, a main staff weakness is in the social work field, providing laison with public welfare, and adequate handling of cases, utilizing all resources of the Territory, from the social welfare point of view.

(9) As far as the buildings are concerned, we should refer in the main to a review of buildings which has been made by Mr. Mowry. A rather casual check indicates that in all probability the buildings are structurally sound, but also that considerable work is needed to bring them up to modern Stateside standards for lighting, heating, and equipment. Certainly until more complete use can be made of the present available space, there should be no building expansion program. Considerable remodelling of the interiors would be desirable as soon as the overall pattern is decided upon. There is apparently good possibilities of developing more of a family type living arrangements, within the present building. At least such a possibility should be considered before the final building pattern is set, in case it is decided that Haines House be continued in the long range.

(10) Furthermore, there should be a well thought out relationship of the House to the total program of the Presbyterian Church in the area. It is quite probable that the House, in its entirety, can never be confined solely to Presbyterian constituents, or should it be. The case work which is necessary should be integrated to the program of Sheldon Jackson, and to the work of the pastors in their local areas. If Haines House, as its program develops, is not one link in a total approach to the Christianizing of Southeastern Alaska, but does no more than a social welfare job, its continued existence may well be questioned. This means the maintenance of a close rapport with other aspects of the denominations work locally, a clearer definition of its policies and aims, and a sufficient public relations program that the local pastors and officers will be aware of the kinds of service rendered, and their relationship to the needs of his own parish ministry.

Conclusions and Recommendations:

The following specific recommendations are presented for consideration by those who administer and direct the work of the Presbyterian Church in Alaska:

(1) Regarding Haines House

(a) That in the short-run, for three to five years, Haines House emphasizes experimentally the development of staff and program, without major new building commitments.

(b) That Haines House, during that period, not attempt to handle youth at the High School level, but rather continue in the short-run to work with the approximate age groups now served.

(c) That Southeastern Alaska be designated as the primary area for service of children.

(d) That a case-work specialist be employed among whose functions would be:

1. The development of case records of enrollees, study of cases seeking admission, and continuing contact with the home and community situation of the children enrolled.

2. The making of recommendations to the director concerning the advisability of approving admissions or dismissals.

3. Recommending to the director and/or to the staff procedures with reference to handling problem cases.

4. The development, in close cooperation with the director, of a program of in-service training for the supervisors and for other staff members, as needed, through literature, staff discussions, and otherwise as seems advisable.

5. The provision of casework help to Sheldon Jackson, and to other aspects of the program within the Presbytery of Alaska, as may be determined more specifically in the setting up of such a program.

(e) That as many "problem cases" be accepted as seems advisable according to the best judgment of the administration, upon recommendation of the case worker and the Department of Public Welfare of the Territory. It is understood that unless staff with much more highly specialized training is secured the number and seriousness of cases which can be accepted must be limited.

(f) That the employment of married couples be considered, insofar as possible, when staff changes are made. The possibility that one member of such teams might have employment in the village should also be considered.

(g) That a program of in-service training for House staff be initiated and made available, on some sort of intern basis, to supervisory staff of other Houses in the Territory, thus providing a means of lifting the level of institutional child care throughout the Territory.

(h) Assuming that the Board's building review indicated the structural soundness of the present buildings, it is recommended that in the above mentioned short-run period the building expenditures be held to the repairs, maintenance, and modernization which are necessary for the safe and comfortable housing of the program during this period. Remodeling to provide for family-type living might be considered, if not out of line financially with the short-range commitment.

(i) That a re-appraisal of the long-term need and function of Haines House be a matter of continuing study by the staff and the Department, with a comprehensive report to be submitted at the end of a three to five year period.

(j) That, if this period of program experimentation and study indicates a long-range need for Haines House, and in view of Mr. Mowry's recommendation that such a long range commitment should involve rebuilding of the facilities, serious consideration be given to the selection of the Juneau or Sitka area as the permanent location, unless by that time such major changes have occurred at Haines, or are in such tangible prospect, that the deficiencies of that location are in large measure overcome. Both Juneau and Sitka have the advantage of more adequate medical and dental services, and of high school facilities in case the House program is developed to the point that adolescents can be accepted. Juneau has the advantage in regard to ease and economy of transportation, while Sitka would have advantage in availability of land and in more easy coordination with Sheldon Jackson.

(k) That tentative plans for overall property use and disposition be developed, but left sufficiently flexible to meet a wide variety of contingencies. The speculative interest in land must be clearly distinguished from actual current needs of the village and of individuals.

(2) Regarding other suggested institutional or semi-institutional care for children and youth.

(a) That priority in consideration be given to a combination receiving home and hostel, particularly for girls, in

either Juneau or Fairbanks, or both. This type of project would involve relatively small financial outlay for either building or staff, since Public Welfare is ready and willing to subsidize the receiving home part of such a project.

As regards priority between Juneau and Fairbanks, the relatively greater housing and social need in Fairbanks must be weighed against the relatively greater Presbyterian interest in Southeastern Alaska.

The possibilities of working out such a project under interdenominational or non-denominational sponsorship should be investigated if it appears to be financially impossible for the Presbyterian Church. The hostel function corresponds most closely with a function which might be carried out by a YWCA and YMCA in the States, neither of which is operating to any extent in the Territory.

(b) Next priority might be given to the matter of providing convalescent care, particularly in the Sitka-Mt. Edgecumbe area. This is particularly relevant because not only of the need, but also of the important Presbyterian involvement in Sitka. Again, such a project might need practically no capital investment, and a relatively small investment for staffing. Such a project might be developed largely through the interest and concern of some interested person, and might well have interdenominational sponsorship.

(c) The possibilities for serving the unwed mother need to be more fully defined before a definite recommendation could be made. It must be pointed out that there is a lack of facilities in the Territory.

(d) Some functions which were mentioned, such as that of a detention home, and that of service to the mentally retarded, are of such specialized nature that the responsibility probably must ultimately fall back on the Territory.

(3) Regarding social action implications

(a) That the legislative inadequacies of the Territory in dealing with juvenile delinquents and pre-delinquents, and with the mentally defective and deficient, be called to the attention of the proper committee of the Presbytery of Alaska for whatever action is deemed wise, in consultation with Dr. Armstrong.

(b) That the important bearing of the seasonal and migratory occupational pattern, particularly on the social and spiritual well-being of the natives in Alaska, be called to attention of the proper committee of the Presbytery of Alaska, for appropriate action or support of movements aimed at stabilizing and improving the economic base of the native people.

(c) That likewise the Departments involved call these same matters to the attention of the Social Action representatives on the Board of National Missions for whatever further disposition appears feasible.

(4) Regarding Sheldon Jackson

Altho Sheldon Jackson, as an educational institution, did not come within the scope of the study, there were certain implications for it which are here presented for the consideration of those directly concerned.

(a) That the possibilities of developing a training service for housekeepers for families temporarily disrupted by illness be further investigated. It was the understanding of the surveyor that the Department of Public Welfare might be in a position to administer such a service if such training sessions could be set up.

(b) That the case worker mentioned above be available to Sheldon Jackson, particularly for guidance of the administration and faculty in dealing with problem cases, and also to recommend concerning the advisability of admitting or dismissing "emotionally disturbed" or pre-delinquent adolescents.

(c) That Sheldon Jackson handle such "problem cases" as referred to it under the above mentioned procedure, to the extent to which such individuals can benefit by being in a boarding high school or junior college, and insofar as such individuals do not disrupt the basic educational functions. In this regard it must be recognized that Sheldon Jackson's function is primarily educational and that it performs the function of custodial care only in connection with the primary function.

(d) That consideration be given to coordination of community work with Sheldon Jackson, as discussed below in (5)(c).

(5) Regarding the strengthening of the church and community approach to the problems of children and youth.

The author of this report follows the general philosophy that, within the program of the Church in Alaska, the work of an institution such as Haines House should be conceived as a stop-gap and as a social service for situations which cannot be met in any other way. As such, it is undoubtedly very important for at most a very small number of individuals. In the main, the impact of the Church must be felt most broadly and deeply in the local community. Again no detailed survey was made of the work of the Church, but there were numerous contacts with pastors and other local leaders, and the following are brought to the attention of the proper parties for consideration:

(a) That in Southeastern Alaska help and guidance be provided pastors and churches in three areas of specialization: group work, community organization, and understanding of native culture. Mrs. Swanson is now operating in the field of Christian Education, and might conceivably develop group work skills, if trained. Sobeleff, Evans, and Hartman appear to have possibilities of providing leadership for a process of interpretation and orientation of Presbyterian staff to native Indian culture.

(b) That serious consideration be given to the development of some demonstration project in a native village, experimental in nature, to which more than ordinary leadership resources would be designated for a limited period of time, to provide a practical example of what might be done elsewhere. At the time of the visit Yakutat was suggested for such a demonstration, as noted on page 31 .

(c) That the possibility of centering such specialized service in group work and community organization in a staff member of Sheldon Jackson be considered, of course with the necessary relationship of such a person to presbytery and synod staff. This would provide a natural relationship with persons who will presumably be going back into the leadership of local communities. Such a staff member might spend part of his time in conducting community projects, and in consulting with church staff concerning problems and techniques within the field of his specialization.

(d) That the development of constructive recreational and leisure time activities for youth be emphasized by the churches throughout the Territory.

(e) That wherever feasible at least some aspects of the youth program be conducted on an interdenominational basis.

(6) Regarding delinquent adolescents.

That except insofar as this group is touched by the above programs, the Presbyterian Church is not in a position to provide, as a Church, further institutional services. An individual or couple, with particular interest and skills in handling youth, might well be encouraged to experiment in a small way, securing general community support. Further study of the work of Bob Myers in Baltimore, and of Father Dunfey in the Anchorage vicinity may throw more light upon this possibility. It is the opinion of the author that the weight of emphasis should be placed upon the program for prevention, tho rehabilitation should not be entirely neglected.

Everett L. Perry, Secretary
Office for Field Survey
Board of National Missions
Presbyterian Church in the U.S.A.
156 Fifth Avenue, New York 10,N.Y.

Rev

September 10, 1956

STATEMENTS RE: THE FUTURE OF HAINES HOUSE

From:

Allan Frank, Director of Haines House

Isabel Miller, Caseworker, Haines House (also general services in southeastern Alaska)

R. Rolland Armstrong, former Assistant Secretary for Work in Alaska and now President of Sheldon Jackson Junior College

I. Need in Alaska for Institutional Services for Children

Mr. Frank

"A. Our license issued by the Department of Public Welfare permits us to care for forty children. At no time last year did we have that many children since our dormitories can only conveniently care for thirty-seven. We had more applications in the older boys' and older girls' division than we could accommodate. There is every indication that we will have to turn down applications this year because we lack dormitory space.

B. The following statements from my 'Annual Report' seem to indicate a need.

1. Statement made by a Welfare Worker: 'I've had so many children dumped into my lap recently that I do not know which way to turn for help. Could you possibly take two more off my hands?' (We couldn't!)

2. Statement made by a Presbyterian minister: 'In studying the situation in my own community, I'm convinced that from our village alone, we could fill Haines House to capacity with children who are in real need--physical, mental, and spiritual.' (During the past school year we had eleven children enrolled with us from that village. Nine of them are still with us.)

3. Quoted from an article by a Welfare Worker in a Juneau paper: 'The biggest need at the moment is to find suitable surroundings for adolescent girls from 12 to 18 years although placing children from infancy up is a continual problem.'

C. It is unquestionably true that some of the children who are now in institutions would profit from foster home placement; however such homes are at a premium."

Miss Miller

"Although the need for 'custodial' type institutional care is growing less in Alaska as the foster home program develops, just as it has in the States,

the need for specialized care of children in an institutional setting continues to be a pressing problem. This need will doubtless continue to exist and to increase as long as marital problems, alcohol, illness and death disrupt and distort family living in such a way that children, especially those ten years and older, must leave their own homes and, because of emotional disturbances in themselves or their parents, find refuge and help in the group living of an institution rather than in a foster home. A study of any State in almost any part of our country would show that there is a continuous demand, I think, for really good institutional care.

"In Alaska, where there are no public (e.g. Territorial) child-care institutions, and where there is no one of the many church sponsored Homes really equipped and manned to meet the need for giving children the sort of care and training that are offered in some of the better stateside Homes (not treatment centers), it would seem that in Haines House our Church has a real opportunity to demonstrate the combined values to be gained by children who have the chance to live in a Christian Home with proper facilities and with a staff which makes a conscious effort to study and meet the needs of them and their families. I can think of no way in which the money of Christians might be more tellingly spent than in wisely caring for children who need two or three years of special care and training in order to face life without the support of a family, or to help them and their families to work out enough of their difficulties in order to function as a unit again. If the Board of National Missions were willing to launch into this field with the same vigor and vision with which it undertaken projects in the field of Education in the past, I feel it could offer much to the social work field in Alaska and elsewhere in both method and motive."

Dr. Armstrong

"The Presbyterian church is in a position to render a unique service to public welfare in Alaska. The Territory is ill prepared to assume any responsibility for emotionally disturbed children. This is one of the greatest needs that is confronting us in the shifting pattern of Alaska.

"There are a number of other services that could be rendered to other groups of children such as predelinquent and delinquent and those who are retarded. I believe these services are in the process of being more nearly met by government agencies. A department has been set up separate from welfare to deal with the delinquent situation."

II. Type of Service to be Rendered

Mr. Frank

"A. Certainly we are fast outgrowing our usefulness as a home for children who have no public school in their own villages. Only two such families were served last year.

B. There is a growing demand in Alaska for institutions which are able to serve the emotionally upset child--children who cannot adjust to foster homes and for one reason or another cannot live in their own homes.

The majority of our present enrolees at Haines House come under this category. Haines House is not staffed to accept the most severe cases of this type; neither is the public school in a position to handle the most difficult cases."

Miss Miller

"I would think it would be well to continue in the same direction in which we are trying to go at present, e.g.

(1) Try to select from among the applicants, pre-adolescents and adolescents whose educational, emotional, or home situations are acute enough to indicate that they are headed for trouble if not given help away from their home and community for a time.

(2) In conjunction with the selection of children for whom group living and routine, plus help with individual problems, will possibly be helpful, is the need to interpret the greater values of family living, especially for children under eight to parents, other relatives and ministers, and to try to refer them to other sources of help more appropriate to their need.

(3) To plan with relatives, agencies, etc. at the time of entrance and during the stay in the institution regarding the next step for the child so that he may return just as soon as possible to normal family living in his own or foster home, preferably after not more than two years in the Home.

(4) To give a healthy, happy, Christian experience in group living embracing the areas covered by the following topics quoted from Behrends:

'Vocational Competence' (from work program, community jobs, etc.)
'A Strong Healthy Body and a Desire to Keep it So' (The school and PHN help with this.)
'Resources Within to Meet the Increasing Leisure Time' (Scouts, school, 4-H, church help with this.)
'Standards for Guiding Action' (Scouts, school and church, including Presbytery's Camp, help with this.)
'Techniques for Living in Society'
'Money Values and Money Usage'
'Appearance'
'Language'
'Ability to Give and Take'
(The citizens of the community are a great help in this, particularly in the first and last items, since they furnish employment to the children,integrate them into community activities of all sorts, invite them to their homes, etc.)
'Belief in the Spirit and the Things of the Spirit' (Here, too, of course, the local church, the Presbytery Camp, and the community Sunday School teachers, Scout leaders, etc. play a large part.)

(5) To utilize, support, and stimulate both local and Territorial (also Federal) agencies of health, welfare and education to the upmost for the benefit of these children and their families.

(6) To strengthen family ties while the child is in the Home, and to continue interest and help after the child leaves the institution."

Dr. Armstrong

"Appropriations are available for municipalities to build and operate what might be considered 'locked' institutions. Remedial work is already being done in some areas, particularly Anchorage, and we are studying the possibility of a remedial school during summer months on the campus of Sheldon Jackson. Nothing is being contemplated for this intermediate problem of the nervous, emotionally upset youngster."

III. Desirable Location

Mr. Frank

"A. Haines House at Haines, Alaska, is a landmark. Those who support it are not only familiar with its location, but many have visited it. To move it would be like moving the Statue of Liberty or the Golden Gate.

B. The administrative staff and the teacher personnel of our public school system are sympathetic toward our program. The system is small enough that the teachers treat each child as an individual and are able to give the kind of supervision that this type of children needs.

C. Haines House has room for expansion: there is enough acreage to permit gardening and animal husbandry; there is ample space for recreation--good wholesome outdoor activities along with fishing, hiking, berry-picking.

D. Here we are free from many of the problems of the city.

E. At Haines, we are close enough to the town to enjoy the benefits from community life, school, church, library, movies, and shops, water supply, sewage disposal, fire protection. Here there is no institutional bus problem.

F. Although some other location might offer better facilities from a health angle, many of these services are improving. Besides an excellent Public Health Nurse, we have a resident dentist, a doctor every other week end, periodic visits of a clinical psychologist, an optometrist, and a surgical orthopedist. Both day and night the Public Health Nurse can secure advice from Juneau resident physicians.

G. The beauty of our location is unsurpassed."

Miss Miller

"The present location at Haines seems to me the most desirable location for the following reasons:

1. A prime requisite for a Children's Home is to be located near community facilities so that they can be fully utilized by the

children individually as well as collectively. In our present location, we are within walking distance in all kinds of weather (including the howling winds and ten feet of snow which our stateside visitors do not experience at the time of year they usually come) of church, school, health center, movie, communications office, stores, airplane office, boatdocks, swimming beach, places to hike, etc. etc. also homes where baby-sitting, cleaning, yard jobs, are available to the older children.

2. The classes here in the public school are relatively small and the teachers equipped and interested in giving extra hours of individual help to children with learning problems. Many of them attend the same church and social and civic functions with our staff and children, and their own children visit back and forth with ours in some instances, so that the Haines House children are individualized to them in a way which it would be difficult to duplicate in another community, or with a more distance location in this area.

3. Despite the continued 'big' talk about the immediate and rapid development of Haines which has gone on all the time for the ten years that I have known the community, the growth has continued to be gradual rather than spectacular. Even if the wildest dreams materialize and it seems good business to sell off all but a small campus of the present Haines House land, I see no reason, provided the church, school, health center, etc. remain approximately where they are, why this is not as good a location as Homes have which are located in cities in the States or the Fairbanks Children's Home, one of the few other Homes besides Haines House which can readily utilize community facilities. In Eva Burmeister's books about the well-known Lakeside Home in Milwaukee, she comments on the advantages of now being surrounded by a city community instead of being miles away from town as that Home was when it started.

4. Location near the Rainbow Glacier Camp allows more of our children to attend the church camps which the Presbytery holds there than would be possible otherwise, since usually there are work scholarships for local young people. It is a resource for informal camps, picnics, etc. throughout the year for the Home.

5. Haines is well located for use by both Alaskan Presbyteries since it can be reached by boat and car as well as by plane. During this past year at least eight of our thirty-six children and several of the staff have used the highway to Anchorage and Fairbanks as a means of travel home, to visit relatives for the summer, to receive visits from home, or to get acquainted with the Interior of Alaska with the University, the big farming districts, the larger cities, etc. Three have just now gone by Army plane to a Scout camp in Fairbanks.

A minor consideration is that Haines House in its present location, together with the local manse and camp, gives stop-over service to church workers from the States and other parts of Alaska who have

to wait in Haines for other transportation after driving over the Alaska Highway.

6. If Haines House is moved from its present location there would need to be the added cost of buying, and probably clearing land, in addition to the expense of sewer and water installations. In the Auke Bay area, which I understand was considered, it would mean drilling a well. We would be one of three Homes sending children by bus to the Juneau public school, too.

7. The goodwill, discounts, and gifts often received from Haines merchants, airline employees, etc. would have to be re-established if the Home was moved to a new location.

"There are, of course, disadvantages to the Haines location just as there would be with a Home established any place else. One of these is the distance from the homes of a good many of the children, so that the parents cannot readily visit them, and so that a trip home is very expensive, but with the help of the Mission boats, we have been able to arrange for trips for the majority of our children this past summer even when the parents could not afford the cost of a plane trip for them. Our children were able to go to the Scout camp near Juneau with the other boys and girls of the community on other boats, too."

Dr. Armstrong

"For many years I have felt that Juneau was the proper location for any future development of Haines House, but after talking this over very thoroughly with Mr. Frank and Miss Miller, I am convinced that the Haines school system is already conditioned to our program. If we were to get work from vocational rehabilitation a larger community would be more satisfactory but for the type of program that I envision Haines is an ideal place.

"Dental services have improved. Medical services are improving. The possibility of increased activity in the area means that eventually the road will be opened throughout the year and airplane service will be increased. To duplicate our water, sewer and other facilities would be a tremendous engineering task and, I believe, unwarranted. As far as the location is at Haines, I believe that any future buildings could be erected in front of the present structures and services in the old buildings used until we could make proper transitions into new buildings."

IV. General Comments Re Need for Action

Miss Miller

"This marks the thirty-fifth year of Haines House as a Children's Home, and I hope it will see the start of definite plans for a well-programmed, well-housed Home. All the studies in which I have participated in the past ten years seem to point toward that goal, and the two years I spent working for the Department of Welfare made me more keenly aware of the need of adequate facilities for our Alaskan children who need help so that there is an alternative for them other than neglect until imprisonment is necessary or placement in Catholic Homes of

doubtful standards in the State of Washington. If our church does not plan to move ahead in this field, I hope that decision will be clear-cut soon so that those of us who are particularly concerned about the well-being of young Alaskans can look for other avenues through which to work."

Dr. Armstrong

"I despair at the possibility of future delay. This is seriously going to hamper the morale of the staff and director. I am not convinced that further surveys can give us any more information than have been gathered during the last seven years. Hours have been spent talking to welfare, health and civic groups about basic child needs. I want to register my appreciation for the thoroughness with which everyone has looked into the Haines problem and I believe we are now ready to move ahead.

Per 11/15/56

HAINES HOUSE

Report From Mr. Cleworth on
Possible Sites Near Juneau.

"1. Approximate cost of a site of at least three acres.
I consulted a real estate broker in Juneau to see what listings he had. He has two listings of over 3 acres. One is approximately 9 acres with 700' road frontage and 600' deep, located 3/4 miles north of City of Douglas. The land has a gentle slope to it, second growth timber, and a stream running through the land. Asking price,$10,000. The second listing is a 5 acre tract in the Auke Bay area approximately 500' square, located 1½ miles from Chapel-by-the-Lake. There is a 2 bedroom farm house, chicken house, and garage on the land. Asking price $8900.

Both of the above have power lines (R.E.A.) running past the property and are on all year roads.

I went to the area office of the Bureau of Land Management to see what they have. They wanted to know what I would use the land for so I said a church related Children's Home. They determined that I would qualify for tracts of land that have been set aside for Recreation and Public Purposes. There is a great amount of these lands available.

After looking over some of the maps of tracts in the office, Isabel Miller, Rev. Kenneth Smith of Auke Bay, and I drove out in the Auke Bay area. After looking at several sites, we felt two warranted our further consideration. One is a piece of land on the loop road at Auke Bay consisting of 3.4 acres and is listed for sale at $215.00. R.E.A. Power runs past the land. It is overlooking Auke Lake. The land has a gentle slope to it, is not heavily timbered. The Bureau of Public Roads is presently working on the road which is an all season road. The site is 13.2 miles from Juneau, .5 miles from DeHart's Store and the Auke Bay Fire Department, 1.2 miles via highway to Chapel-by-the-Lake, or .7 miles via a spur road running along the lake.

Another piece of land is one that the American Legion has filed on, approximately 3 acres, for a future recreation site. This piece adjoins the land which the University of Alaska has filed on for possible future development of the University in the Juneau area. The land is bordered by the Loop road from Auke Bay and is across the road from the Auke Bay Volunteer Fire Department, .1 miles from DeHart's store, .3 miles from Chapel-by-the-Lake.

In the case of the Auke Bay area there are certain things to consider. All children are bussed in to schools in Juneau. The busses are overcrowded. There are no phones available in the area, there being only 2 phones there now on an A.C.S. line which is an emergency set up. The Auke Bay community has an American Legion, 4 H Clubs,

Boy Scouts, Cubs, Brownies. There is a Square Dance Club. There is only a grocery store in Auke Bay. Most of the shopping would have to be done in Juneau, 13 miles distant.

2. Availability of sewerage, water and electricity.
Sewerage and water would not be available in any of the outlying areas. Electricity is available on lands along highways and secondary roads.

3. Approximate population of the community.
It is hard to get this figure for Auke Bay. I can say this that land in that area is getting very hard to get. Every day the Land Office says that land is filed on in that area, which makes it hard for them to say what land is available or will be available tomorrow. If the new pulp mill goes in in the Juneau area it will be in the Auke Bay area which again has caused land to be snatched up.

4. Community organizations for staff and children.
Answered in #1 above.

5. Locations of, and distances to, nearest schools.
All Auke Bay school children are bussed into Juneau for schools. There is not any movement on at the present time to get schools in Auke Bay. The present busses are overcrowded. Four busses bring in about 350 children.

There are 1475 children in elementary grades in Juneau this year. The buildings are all overcrowded and basements of the Baptist, Lutheran, Methodist Churches are being used. Six additional classrooms are being built at Harbor View Grade School.

The high school was built for 200 students and the present enrollment of 365 is necessitating double shifts. A new 500 student high school is under construction.

In talking with Mr. Paul Palmer, Superintendent of the Juneau Schools, he estimates that in two years overcrowding will be eliminated. He feels that classes should not be over 25 students per teacher, thus affording extra help to students. This year they have a teacher teaching a class for retarded children. They hope to expand this to two or three classes next year.

6. Distance to nearest Presbyterian Church.
Any land towards Auke Bay would be nearer the Chapel-by-the-Lake than any of the Juneau Presbyterian Churches. Rev. Kenneth Smith, Pastor of Chapel-by-the-Lake said that they have no facilities for Christian Education for such a large group at the present time. It would mean a Christian Education wing would have to be built to take care of the increased attendance.

7. Approximate building costs per square foot.
I was unable to get building costs per square foot. Columbia Lumber Company says such figures are not available except as one might know someone who built recently and with constant changes in freight rates, with few homes built completely by contractors (most people do parts of the houses by themselves) that valid figures cannot be found. I tried to contact two architects but neither of them are in town for some time."

Brian H. Cleworth

KEG:tc